



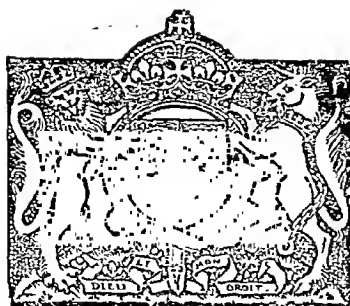


Report of the Delegates of India  
to the Eighteenth (Ordinary)  
Session of the Assembly of  
the League of Nations  
1937

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To

The Most Honourable The MARQUESS of ZETLAND, P.C.,  
G.C.S.I., G.C.I.E., His Majesty's Secretary of State for  
India.

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**REPORT OF THE DELEGATES OF INDIA TO THE  
EIGHTEENTH (ORDINARY) SESSION OF THE  
ASSEMBLY OF THE LEAGUE OF NATIONS (1937).**

MY LORD,

WE beg to submit our Report on the Eighteenth (Ordinary) Session of the Assembly of the League of Nations, held at Geneva from the 13th September to the 6th October, 1937, at which we had the honour to represent India. On the latter date the Session was not closed, but adjourned, in order that the President might summon a further meeting if the Far-East Advisory Committee so requested.

2. The Delegation was constituted as follows :—

**DELEGATES.**

His Highness the Right Honourable the Aga Khan, G.C.S.I.,  
G.C.I.E., G.C.V.O., Leader of the Delegation.

Sir Denys Bray, K.C.S.I., K.C.I.E., C.B.E.

Dewan Bahadur Pandit Dharam Narain (Chief Minister,  
Udaipur State).

**SUBSTITUTE DELEGATE.**

Sir Govind Balvant Pradhan.

**Preliminary Remarks.**

3. Fifty-two out of the fifty-eight States Members of the League were represented, no fewer than twenty-six by their Prime Ministers or Foreign Ministers. The Members which did not submit documents accrediting Delegates to the Assembly were Abyssinia, Guatemala, Honduras, Italy, Nicaragua and Salvador. Of these all except Abyssinia and Italy had already given notice of withdrawal from the League.

4. In accordance with the recognised procedure the Session was opened by the President of the League Council, M. Juan Negrin, Prime Minister of Spain. After the appointment of the Committee to examine the credentials of delegates, the acting President delivered a speech briefly reviewing international relations and mentioning the more outstanding aspects of the League's activities. The Assembly then adopted the report of the Credentials Committee, after which it proceeded to appoint, for the first time under a new provision of its Rules of Procedure, a Committee of eleven members to nominate candidates for functions which carry with them a seat on the General Committee of the Assembly. It should be explained that the General Committee consists of the President and Vice-Presidents of the Assembly and the Chairmen of the main Committees of the Assembly, the Agenda Committee and the Credentials Committee.

### **Election of His Highness the Aga Khan as President of the Assembly.**

5. At the second meeting of the Assembly the Chairman of the Nominations Committee, M. Hambro (Norway), reported that the Committee were unanimous in nominating His Highness the Aga Khan as President of the Assembly. The Assembly then proceeded to the election of the President by secret ballot. The result of the voting was as follows :

|  |    |
|--|----|
| Number of States voting . . . . .                  | 50 |
| Blank and spoilt voting papers . . . . .           | 1  |
| Valid voting papers . . . . .                      | 49 |
| Votes cast for His Highness the Aga Khan . . . . . | 49 |

His Highness was therefore unanimously elected President of the Assembly. His election to an office whose holders have included many men of the greatest distinction in world affairs, and his Presidency at the session during which the magnificent Assembly Hall of the new League palace was inaugurated, gave the greatest satisfaction to the Indian Delegation. It was felt to be not only a personal tribute to His Highness but also a fitting recognition of the increasing importance of India in the League.

6. The President of the Council, in calling upon His Highness to take the Presidential Chair, said :

"I am particularly happy to congratulate His Highness the Aga Khan on his election as President of the Eighteenth Session of the Assembly of the League of Nations. It is an honour for the latter to be presided over by so distinguished a personality as His Highness the Aga Khan, representing as he does a country whose culture has influenced numerous civilisations, including that of Europe."

A generous reference to the election of His Highness was also made by the first delegate of the United Kingdom, Mr. Eden, in his speech in the Assembly during the general debate on the work of the League. He said :

"I should first wish to say that we of the United Kingdom take special pleasure in the choice of the President of this year's Assembly, and in finding that the character and ability of His Highness the Aga Khan, which are so well known to us, have been recognised in the signal honour done to him by the Assembly. But it must be of interest to the League of Nations as a whole that a representative of India has been chosen in the year in which India has embarked upon so great an enterprise in representative government. Any change in the government of three hundred million people is of interest to all the world, and this change, undertaken in full tranquillity, is a good omen in the midst of the turmoil and fury in which so much of the world finds itself today."

7. Immediately after taking the chair His Highness delivered the following Presidential address :

"With more warmth of feeling at heart, than I can bring to my lips, I thank you. You have done India, my country, a great honour, and my delight is undisguised.

It is an honour done to a country whose whole philosophy of life is attuned to the fundamental principles on which the League of Nations is grounded, and whose greatest thinkers, from time immemorial, of whatever culture or creed, have sought in the supremacy of law the sole escape from the anarchy of force.

I am very conscious of the weight of responsibility now laid upon me. In the spirit of devoted service to the League of Nations I take it up; fortified by your goodwill, and in the assurance of your co-operation I shall bear it willingly. May your goodwill be undiminished when I lay it down.

Never, in very truth, were goodwill, co-operation and service more incumbent on all States Members of the League than today. We must face reality unflinchingly. The world is sorely troubled; a storm has long been raging in the extreme corner of Western Europe, another has broken out yonder in the Far East. Grievous wrong has been done to the peace of the world and to the principles for which we stand. But though it is very meet and proper that we should take stock of our failures, we must not allow failures to blind us to the reality of our successes, or to rob us of their inspiring influence.

Without the League, would the Dardanelles or the Sanjak of Alexandretta have found their peaceful adjustment? And if there have been unforgettable defections from the ranks of the League, is it a small thing, a matter void of significance, that nations still knock at our doors for admittance? In the five years in which I have been privileged to lead the Indian delegation, no fewer than six nations, among them one of the Great Powers—the Union of

Soviet Socialist Republics—have been admitted to the League. Indeed, to a Moslem like myself, the League is now more universal, more truly Catholic, than when I first knew it, and I rejoice, with great rejoicing, that I have been privileged to join in welcoming first Turkey, then Iraq, then Afghanistan, and, this very year, Egypt into the League.

These are surely portents of good omen, for light comes from the East. And if it is true that the League, like the world itself, is passing through troubled times, and that its ideals have been sorely wounded, it is no less true that the League's ideals live and shall live, and, please God, shall prevail.

And now let us turn to the business we have in hand. There is plenty of it. To the onlooker, much of it may seem undramatic, but much of what affects human life most nearly is undramatic; and if we can do something to bring about a more equitable adjustment of things in economics and in social life no less than in politics, the world will be the better for our labours, and we shall have helped the League on the long road to the goal that lies and will ever lie before it—the peaceful removal of all causes of war and the establishment of the unchallengeable empire of peace throughout the world’.

#### **Elections to other Assembly Offices.**

8. For the first time the appointment of Vice-Presidents was made by the Assembly on the proposal of the Nominations Committee and without secret ballot. The first delegates of the following countries were thus appointed :

United Kingdom (Mr. Eden).

France (M. Chautemps).

U. S. S. R. (M. Litvinoff).

Poland (M. Beck).

Turkey (M. Rustu Aras).

Irish Free State (Mr. de Valera).

In view of the honour done to the Assembly by the presence of the President of the Swiss Confederation, M. Motta, as leader of the Swiss delegation, it was decided to appoint him Honorary President of the Assembly.

9. The Chairmen of the six main Assembly Committees were also appointed by the Assembly on the recommendation of the Nominations Committee, but subject in this case to ratification by

the Committees concerned. The Committees, with their Chairmen and Vice-Chairmen, were as follows :—

| Committee.   | Chairman.                   | Vice-Chairman.                           |
|--|-----------------------------|--|
| First.—(Legal and Constitutional).                                   | M. Politis (Greece).        | M. Pella (Roumania).                     |
| Second.—(Technical Organisations).                                   | M. Osusky (Czechoslovakia). | Mr. Ilsley (Canada).                     |
| Third.—(Disarmament)   | Dr. Holsti (Finland)        | M. Henriquez Urena (Dominican Republic). |
| Fourth.—(Organisation of the Secretariat and the League's finances). | M. Guani (Uruguay).         | M. Momtchiloff (Bulgaria).               |
| Fifth.—(Social and Humanitarian).                                    | Countess Apponyi (Hungary). | Mr. Riddell (Canada).                    |
| Sixth.—(Political)   | M. Santos (Colombia).       | M. Andritch (Yugoslavia).                |

10. The following were elected Members of the Credentials Committee, the body charged with the duty of examining the credentials of delegates :—

Mr. Beckett (United Kingdom).

M. Basdevant (France).

M. Limburg (Netherlands).

M. Politis (Greece).

Professor Bailey (Australia).

M. Hjelt (Finland).

M. de Blanck (Cuba).

M. Skirpa (Lithuania).

M. Costa du Rels (Bolivia).

M. Limburg was appointed Chairman.

11. The Agenda Committee, appointed to examine the procedure to be followed in regard to the inclusion of new items in the agenda, was constituted as follows :—

M. Spaak (Belgium).

Mr. Andrews (South Africa).

M. Ruiz Guinazu (Argentine).

Mr. Sabih Najib (Iraq).

M. Francois (Netherlands).

M. Gorgé (Switzerland).

M. Andritch (Yugoslavia).

M. Spaak was appointed Chairman.



## General debate.

12. The Assembly met under the shadow of the war in Spain, the conflict in China and the Palestine problem, and though none of these questions was on the agenda they were largely to determine the course of the general discussion in the full Assembly on the report on the work of the League during the preceding year. The discussion which started on the 14th September and did not terminate until the 30th September; twenty-four delegates took part in it. The general feeling was expressed by the delegate of Chile (M. Edwards) in the opening speech of the debate when he said that during the past year the League had enjoyed a life as intense in the field of its technical activities as it had been difficult, not to say sterile, in the political sphere. The main theme of his speech was the question of universality. He took the line that the chief cause of the weakness and political ineffectiveness of the League was its lack of universality and maintained that an incomplete League can render no service and might well prove a source of danger. He referred to the Committee on the Application of the Principles of the Covenant (Committee of Twenty-Eight) and repeated a proposal which he had made in the Committee, to the effect that non-member States should be consulted on the reform of the Covenant and on the measures which might induce them to co-operate in the work of the League. Moreover he proposed that, in order to secure more rapid progress in the consideration of this question, the Committee should address its reports in future to the Assembly, and not to Governments, as had previously been the case.

13. Among other important speeches were those of Mr. Wellington Koo (China), M. Negrin (Spain), M. Delbos (France), Mr. Eden (United Kingdom), Mr. Bruce (Australia) and M. Litvinoff (U. S. S. R.).

14. Mr. Wellington Koo (China) gave the Assembly a vivid description of Japanese aggression in China and the repeated but unsuccessful attempts of the Chinese Government to reach a peaceful settlement with Japan. He pleaded that the Members of the League should continue to respect the treaties they have signed and the Covenant which they have solemnly engaged to uphold, that they should denounce the policy of armed aggression in violation of international law and treaty obligations, repudiate the illegal blockade of the Chinese coast and condemn the deliberate and indiscriminate bombing from the air of Chinese and foreign non-combatants. He reminded the Assembly that the Chinese Government had already appealed to the Council, and said that it was for that body to decide whether it should itself deal with the question or should refer it to the Assembly or in the first place to the Advisory Committee on the Sino-Japanese conflict set up by the Assembly in 1933.

15. M. Negrin, the Spanish Prime Minister, described the development of the war in Spain and severely criticised the policy of non-intervention which he characterised as a complete failure. He asked the Assembly to agree to the five proposals which are set out in paragraph 112 below and suggested that the Spanish question should be referred to the Sixth Committee of the Assembly. M. Delbos (France), who followed, defended the policy of non-intervention which his country still regarded as the best policy, provided that it was not reduced to absurdity. He referred to the armaments race, persistence in which would lead to ruin. Yet France, herself, he said, was taking part in it for if some disarmed while others continued to arm to excess, the world would be divided into masters and slaves. France would shrink from no sacrifice to ensure her independence.

16. Mr. Eden (United Kingdom) also spoke in defence of the policy of non-intervention which, he said, had played the main part in preventing a European conflict. It would be idle to deny that there had been wide breaches of the agreement. Engagements entered into had not been kept. Foreign nationals in large numbers were fighting on Spanish soil and no agreement had been reached for their withdrawal. But if the policy of non-intervention were abandoned, Europe would be swept into deeper and more dangerous waters. Mr. Eden also referred to the profound international anxiety of the present day, the deterioration in international relations during recent years, and the wars raging in Spain and China, and illustrated the effect on countries engaged neither directly nor indirectly in these conflicts by the magnitude of the re-armament programme which was being undertaken in the United Kingdom. As regards the Far East, Mr. Eden said that Mr. Wellington Koo had in no respect exaggerated the horror felt by the Assembly at the appalling loss of life, and that it was particularly tragic that these hostilities had broken out at a time when the omens seemed more auspicious than for some time past for co-operation between the nations in that part of the world. Could any one doubt, he asked, that if co-operation had been pursued, benefit must have accrued where now there was untold suffering to millions, to say nothing of the blow to trade and prosperity throughout the Far East. Turning to economic affairs Mr. Eden spoke of economic recovery and referred to the great contribution which the United Kingdom had made by keeping her import market, the largest in the world, open to an immense range of raw materials, foodstuffs, semi-manufactured and wholly manufactured goods. And he announced that His Majesty's Government was ready, as part of the efforts being made to effect economic and political appeasement and an increase of international trade, to enter into discussions with any Powers which might approach it for an abatement of particular preferences in non-self-governing colonial territories where they could be shown to place undue restriction on international trade.

17. Mr. Bruce (Australia), referring to events in China, suggested that the Council should endeavour to arrange for a conference of the powers most vitally concerned in the position in the Far East, whether Members of the League or not, to get in touch with the countries concerned in the dispute and endeavour to arrange a settlement or concert such measures as might be necessary and practicable. The remainder of his speech was devoted to economic and financial questions, his proposals in regard to which are explained in paragraph 40.

18. In his speech M. Litvinoff (U. S. S. R.) ridiculed those advocates of reform who insisted that the League was powerless without universality. He refused to accept the plea that the League could not combat aggression because those guilty of it were not members, and referred to the Conferences of Montreux and Nyon as recent examples of rapid success in spite of the absence of universality. What the League needed was not universality but that those who took part in its Conferences should be united by a common idea such as the idea of peace, of respecting the integrity and independence of all peoples, of outlawing force as an instrument of national policy, the idea which lies at the foundation of the League of Nations and the Pact of Paris. He was contemptuous of the States which were justifying their aggression as a struggle against Communism, and suggested that anti-Communism had a geological meaning and signified a yearning for tin, zinc, mercury, copper and other minerals or could be explained as a thirst for profitable trade. He was firmly convinced that a resolute policy pursued by the League of Nations in one case of aggression would get rid of all the other cases. Then, and only then, would all States become convinced that aggression does not pay, that aggression should not be undertaken.

### **Elections to the Council.**

19. The three States vacating non-permanent seats on the Council were Chile, Spain and Turkey. Non-Permanent members are not eligible for re-election until after an interval of three years, unless they obtain a declaration of re-eligibility by the vote of a two-thirds majority of the Assembly. Spain, which had been on the Council from 1920 to 1926, was thus declared re-eligible, and was re-elected, in 1928, 1931 and 1934. Two of the retiring members on the present occasion, Spain and Turkey, sent in requests to be declared re-eligible for membership. Of the fifty-two States which voted in each case, twenty-three voted in favour of re-eligibility for Spain and twenty-five in favour of re-eligibility for Turkey. Thus neither State obtained the necessary majority. The only remaining candidates at the time for the three vacancies were Iran and Peru. These were elected with 48 and 46 votes respectively. The election to the third vacancy was postponed and later in the Session Belgium was elected to it with 47 votes.

## Agenda.

20. The questions of Mandates and the International Relief Union were not on the Agenda but in accordance with precedent, were placed on it by Resolutions approved by the Assembly, the former on the proposal of Norway and the latter on that of Venezuela. The situation in Spain was also added to the agenda on the proposal of the Spanish delegate. The question of the application of the principles of the Covenant was already before the Special Committee appointed during the Assembly of 1936 (The Committee of Twenty-Eight). The dispute in the Far East was referred by the Council, to whom China had appealed, to the Advisory Committee on the Sino-Japanese dispute set up by the Assembly in 1933 (The Advisory Committee of Twenty-Three). Resolutions adopted by both these Committees were brought before the Assembly.

### Work of the Committees.

21. The representation of India on the six main Committees was :—

*First.*—Sir Denys Bray and Sir Govind Pradhan.

*Second.*—Dewan Bahadur Pandit Dharam Narain and Sir Govind Pradhan.

*Third.*—His Highness the Aga Khan and Sir Denys Bray.

*Fourth.*—Sir Govind Pradhan and Sir Denys Bray.

*Fifth.*—Dewan Bahadur Pandit Dharam Narain.

*Sixth.*—Sir Denys Bray and Dewan Bahadur Pandit Dharam Narain.

22. With two exceptions all the Reports and Resolutions submitted by the various Committees were adopted by the Assembly without amendment and are reproduced in the Appendix. The exceptions were the Sixth Committee's Resolutions on International Assistance to Refugees and the Situation in Spain. Our report on the proceedings of this Committee shows that the Assembly substantially amended the former and failed to reach the unanimous agreement which was necessary for the adoption of the latter. In the following sections of our report we deal only with those matters which seem to deserve special mention, either on grounds of general interest, or because they are of particular interest to India or formed the subject of discussions to which the delegation contributed.

### Adjournment of the Session : Speech by the President.

23. In adjourning the Session on the 6th October His Highness the Aga Khan addressed the Assembly as follows :

“Ladies and Gentlemen.—Your work for the time being is at an end. But I have still a duty to perform.

As President it falls to me—and neither I nor you will look upon it as a mere formality—to voice the deep gratitude of the delegations here assembled, and my own, to the distinguished Secretary-General, M. Avenol, and his staff for their arduous labours. To the officials who have been attached to the Presidential office I am under great personal obligation. Their help has been invaluable to me, and I take this opportunity of thanking them warmly. Thanks to them and thanks to you, Ladies and Gentlemen, my task has indeed been light and pleasant.

And now let me pass in review the much heavier task that has been yours.

Your task this year was of a three-fold character. In the humanitarian fields, the Assembly has striven, however unpropitious the circumstances, to stimulate the work of the League organisations. That work is ceaseless and of almost infinite variety. Almost everything that administers to man's well-being—the great problems of health and transit, of intellectual co-operation, of penal and penitentiary reform, and of the suppression of the traffic in dangerous drugs—all these and many others come within the League's purview. But despite the variety of its activity it all inspired by a single principle—the service of humanity. Everywhere, the League gives proof of its anxiety to serve. It places its resources for investigation and execution and all the great experience it has gained in seventeen years of toil and research, at the service of every Government, whether a Member of the League or not, and at the service of the world as a whole.

To many, the crushing difficulties of our times seem to put any solution, indeed, any alleviation, of the world's malaise beyond our present reach. I for one set my face steadfastly against such an attitude of despair and pessimism. The League has done mankind true service in embarking on its difficult and realistic survey of the world's problems in economics and finance. Some may argue that such exchanges of opinion cannot be called results. I differ. In the present state of the world, when the ball of responsibility is cast backwards and forwards between politics and economics, the frank ventilation of views by the representatives of so many nations is of living importance. In our discussions, general permanent principles have gradually emerged and been confirmed. Here are being well and truly laid the foundations for future negotiations, which will give those principles concrete form.

The division of responsibility between economics and politics is indeed one of the most difficult dilemmas with which we are confronted. "Give me a sound economic position, and I will pursue a sound policy", says the Statesman. "How can I pursue a sound policy", says the Economist, "if you do not give me a sound political position?" The Assembly has declined to impale itself on the horns of this pessimistic dilemma. And rightly. What the present conditions allow it to do in the economic sphere, it has

done. What those conditions allow it to do in the political sphere, it has done likewise. Grasping its opportunities, facing its responsibilities, it has set itself unflinchingly to those grave problems which to-day beset the international community. And of this, our debates on the Spanish problem, on mandates and on the grave situation in China are eloquent proof.

That is the second aspect of your work this session. Let me turn to the third. Your enquiry into the application of the principles of the Covenant reveals the Assembly's awareness of the need of the League to adapt itself to the ever-changing conditions involved by its own growth. Adversaries of the League who find in every new difficulty fresh reason for doubting it, and impatient friends who look upon those difficulties as reasons for asking of it too much, alike ignore the significance of one all-significant fact—the very existence of the League.

Remember how the League came into being just after the war, when everything was in disorder. How it has passed through the vicissitudes of crisis after crisis—political, economic and other—crises not of the League's own making but the inevitable inescapable aftermath of pre-war, pre-League conditions. Remember how, despite everything, it still stands, deep-rooted in the world's very necessity. Remember all it has done in seventeen short years for the gradual rebuilding of a devastated world, and how, never losing sight of its objectives, it has yet displayed enough flexibility to preserve its ideal intact through all opposition. Think of all this, and then say whether we are not verily right in paying homage and service to the League.

Were I asked how I myself conceive the League's mission in the world I should answer in the words of the great Saadi: "The children of Adam, created of the self-same clay, are members of one body. When one member suffers, all members suffer likewise. O thou who art indifferent to the sufferings of thy fellow, thou art unworthy to be called man." Or I might borrow the words of a wise Hindu poet philosopher: "All peoples in the world are to me even as my nearest kin and kith". Or the final blessing at a Hindu service: "Let there be peace! Let there be prosperity!" The agelong experience of India had, indeed, taught its children that prosperity without peace was an impossibility; that war meant want, peace meant plenty. Even so may it be with the League of Nations.

Indeed, all the problems that fall to the League may ultimately be reduced to one—that of man, and the dignity of man. It is in that sense that the work of the League assumes its true significance and acquires its permanent value. The tribulations of one people are the tribulations of all. That which weakens one weakens all. That which is a gain to one is surely a gain to all. This is no empty ideal. It is a veritable compass to guide aright the efforts of statesmen in every country and of all men of good

will who, desiring the good of their own people, desire the good of the whole world.

And now for the present, my task is over. In the circumstances in which we separate, I may not wish you farewell, but with all my heart I wish you—God-speed.

I declare the session adjourned."

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## FIRST COMMITTEE.

### RULES OF PROCEDURE OF THE ASSEMBLY: MAINTENANCE OF THE RULE RELATING TO THE CONVOCAION OF THE FOURTH COM- MITTEE OF THE ASSEMBLY.

24. Sir Govind Pradhan proposed the maintenance for another two years of the rule empowering the Council to convene the Fourth Committee, which deals with budgetary and financial questions, before the opening of the Assembly session. He considered that this power should be retained in case the Fourth Committee should at any time have a particularly heavy agenda.

This rule was adopted experimentally by the Assembly of 1933, and maintained by decisions of the Assemblies of 1935 and 1936; but it has never been put into practice. The Committee agreed with Sir Govind's proposal and adopted a resolution giving it effect.

[Appendix I (1).]

## STATUS OF WOMEN.

25. Although the Assembly has several times discussed the subject of women's nationality, the more comprehensive question of the status of women did not appear on its agenda until 1935. In pursuance of a resolution adopted in that year, Governments were asked to supply the Secretary-General with information on the political and civil status of women under their respective national laws, together with their observations as to the action which the League might take in this matter. During the following two years communications on the legal position of women in different countries were received from some thirty Governments, including the Government of India, and a number of international women's organisations. Few Governments gave their opinions on possible action by the League, but one or two indicated that they considered the question purely domestic and therefore not a suitable subject for League action.

26. The view expressed by the United Kingdom Government was that the League should not attempt to deal with the status of women by means of an international convention, and should not in fact express any opinion in the matter; but that it could take useful action by collecting and distributing information relating to the status of women in different countries, with special reference to the extent to which effect had been given to the principle of equality. In the Committee the United Kingdom delegate gave concrete form to this general suggestion for further study. He proposed that in two or three years' time the League should publish an objective survey of the position of women under the laws of the various countries of the world, compiled so that the position in one country could be conveniently compared with that in another. The International Institute for the Unification of Private Law at Rome should be invited to undertake the preparation of the material to be included in this publication; but the general scheme of the survey should be drawn up by a small Committee of Experts, which should also review and pass the material prepared by the Rome Institute before its issue by the League. The only expense which would fall upon the League would be on allowances for the members of the Committee, which would only meet two or three times for short periods. It should be made clear that a decision by the Assembly in favour of the preparation of such a publication would be entirely without prejudice to the question whether the League should take any, and if so what, further action in this sphere.

27. These proposals received the unqualified support of about half the members of the First Committee and the qualified support of the remainder. Some objection was raised to the idea of entrusting all the research work to the Rome Institute which, it was held, ought not to extend its activities far beyond the limits of private law. Hence the resolution adopted by the Committee provided that the Rome Institute should be asked to undertake only such part of the work as relates to private law and closely connected fields, and that other international institutes (which are not named in the resolution) should be asked to collaborate in the rest of the undertaking. In other respects the resolution was on the lines of the proposals put forward by the United Kingdom delegate.

[Appendix I ((2)).]

## SECOND COMMITTEE.

### HEALTH AND HOUSING.

28. During August the Conference of Far Eastern countries on Rural Hygiene had met in Java. There was general recognition in the Second Committee that it had been an event of the



first importance, if only because the countries represented at it contain at least half the population of the whole world and because the subjects discussed concern the lives and welfare of those vast masses. The work of the Conference was of interest to neighbouring countries also, since it included such vital issues as the control of infectious diseases and quarantine.

29. The report of the Conference was distributed to delegations during the Assembly, but it would clearly have been premature for the Committee to enter into a detailed discussion of its recommendations. A resolution was therefore adopted which simply requested the Council to forward the report of the Conference to the Governments concerned, and to invite them to apply its recommendations. The resolution also invited the competent organs of the League to give effect to those proposals of the Conference which concerned them. Some indication of the success of the Conference may be found in the warm approval given to the decision to hold a Conference on Rural Hygiene for American Countries in December 1936, and to the proposal that a European Conference on Rural Life should be called for July 1939.

30. Among the manifold activities of the Health Organisation mentioned by the Committee during its discussion or in its report, the work of the Commissions on housing, nutrition and physical fitness is particularly important. There are definite signs that at least two of these subjects, which have hitherto been studied almost wholly in relation to western conditions, are now being treated on a wider basis. The Housing Commission is attempting to define, for different climates, customs and regions, standards for healthy urban and rural housing and healthy urban and rural areas. Moreover a commission of physiologists was to meet in November to deal with the problem of nutrition in the Far East along lines laid down by the Java Conference.

31. Mention must also be made of the publication in November 1937 of a report by the Malaria Commission entitled "The Therapeutics of Malaria". This report, which is based on observations carried out by a group of eminent malariologists on 12,000 persons in five European and Asiatic countries, is designed to furnish health administrations with theoretical and practical information concerning the control of malaria through the curative and preventive treatment of infected populations.

32. During the general discussion on health questions, Pandit Dharam Narain said that the comprehensive report submitted by the Rapporteur amply proved the value of the work the Health Organisation was carrying on at present.

The Conference on Rural Hygiene in the Far East, for which, he reminded the Committee, the Indian delegation had pressed strongly at previous Assemblies, had concluded its labours. It

went almost without saying that the work of the Conference was of the greatest interest to India—a country whose population was mainly rural and agricultural. India had been represented at the Conference by a strong delegation which included representatives of the Central Government, the Provincial Governments and the Indian States. It was too early yet to consider in detail the results achieved by the Conference, but he hoped that when the Assembly met next year the recommendations of the Conference would have been in the hands of Governments long enough for them to be fully and freely discussed.

Meanwhile, the Governments in India had not been idle in developing rural hygiene in the areas under their administration. Health units for rural health demonstration work had been established in the United Provinces and in the Delhi area. Grants-in-aid for rural reconstruction had been given by the Government of India to Provincial Governments for expenditure over a period of years, in addition to grants for the development of the co-operative movement.

Last year the delegate for India had informed the Committee that active steps were being taken to establish a Central Advisory Board of Health for the entire country. He was now able to announce that this Board had been set up. Its main function was to act as a central information bureau on all public health matters affecting India and as a clearing-house for such information.

With regard to the standardisation of drugs, he was also able to announce an advance. A bio-chemical standardisation laboratory, consisting of a bio-assay sub-section and a pharmaceutical sub-section, had been established at the All-India Institute of Hygiene and Public Health at Calcutta for the control and standardisation of drugs. The Government of India also contemplated the introduction of legislation for controlling the manufacture and sale of drugs.

For many years eminent doctors working under the Government of India had been engaged in research into malaria. The results achieved were too well known to need recapitulation. Special attention was at present being paid to the utility of quinine in the treatment of the disease, and with a view to its increased production and distribution the Government of India intended to investigate the possibilities of extending cinchona cultivation in India. A special grant of 10 lakhs of rupees had been made to the Indian Research Fund Association to aid in the control and eradication of malaria in some of the worst affected areas.

Training in anti-malarial measures was provided in India by means of annual classes lasting for about six weeks, and the Government of India was actively co-operating in the international courses in malariology held every year at Singapore.

Useful anti-tuberculosis work was being done in India by the King George Thanksgiving Fund which allotted annual grants to local voluntary and other societies and associations undertaking anti-tuberculosis activities.

On the question of housing, the Government of India had recently collected from the Provincial Governments a considerable amount of information in both its urban and rural aspects. This material showed that many municipalities were dealing with the problems of urban housing, while the local Governments were interesting themselves in rural housing.

It was but natural that housing conditions in India should vary from province to province, if only because of the variations in climate. The essential requirements—well-ventilated houses with good sanitary surroundings—were everywhere the same; but the methods employed to meet these needs, the types of buildings required and the general planning of towns and villages, were different in different parts of the country.

The studies on housing which the Health Organisation had undertaken up to now seemed to have been concerned exclusively with conditions in European countries and countries with a European civilisation. But in the East the problem was very different from that in the West. For this reason it was very gratifying that the question of housing had figured on the agenda of the Conference of Far Eastern Countries on Rural Hygiene. The Government of India would study with special interest the part of the report of the Conference dealing with this subject.

In conclusion, he wished to say that the activities of the Health Organisation had been useful in furthering the cause of improvement in health conditions, and he hoped they would continue to bear good results.

[Appendix II (1) and (2).]

#### NUTRITION.

33. In 1935 the Assembly passed a resolution which marked the starting point of the League's work on nutrition considered not only in its relation to public health, but also as an economic and agricultural problem. The most important part of this resolution provided for the appointment of a Committee, including agricultural, economic and health experts, to submit a general report on the various aspects of the question.

34. The final report of this Mixed Committee, entitled 'The Relation of Nutrition to Health, Agriculture and Economic Policy' was published in August 1937. It represents the first

attempt ever made to carry out a scientific study of the problem of human nutrition from all points of view. The Committee, it is true, was unable to obtain sufficient data to enable it to include Asia and the tropical countries in general within the scope of its enquiry. Nevertheless, proof that the nutrition problems of these regions are being studied on an international scale is provided by the prominence given to nutrition on the agenda of the recent Conference of Far Eastern Countries on Rural Hygiene.

35. In the Second Committee the discussion was opened by Lord Astor, Chairman of the Mixed Committee, who summarised the Report and explained its recommendations. He said that its main contention was that, for perfect health, certain quantities of certain constituents of foods—both protective foods and energy providers—were required. Lack of energy-providing foods caused starvation, lack of protective foods caused various deficiency diseases. He went on to deal with the problem of adapting agriculture to meet the altered needs of consumers due to new nutrition habits. The reorientation of agriculture could only be the result of gradual evolution, but Governments could do much to help this process by providing credit facilities, scientific information, and forecasts of demands, prices and trends of consumption. As a means to stimulate agricultural production, the expenditure of public money to subsidise, consumption was preferable to measures restrictive of imports or output. But the Committee had not attempted to prescribe a uniform policy for all nations, and had left the practical application of their recommendations to the National Nutrition Councils which were being set up in an increasing number of countries.

36. The speakers who followed all testified to the interest which their Governments took in the question of nutrition; they described the special problems which existed in their countries, and the steps which were being taken to overcome them. Pandit Dharam Narain, after expressing his appreciation of the Mixed Committee's admirable Report, said that the progress of nutrition work in India had received a valuable stimulus from the expert interest shown in that question by the Viceroy. Both the Central and Provincial Governments were alive to the nature and extent of the problems confronting them in this field, and were inaugurating policies for the improvement of the nutritional state of the population.

Progress was being made by Dr. Aykroyd, Director of the Nutrition Research Laboratory at Coonoor, in the collection of data relating to deficiency diseases, vitamin standards and the analysis of food-stuffs. Last year the delegate of India had informed the Committee that Dr. Aykroyd was preparing preliminary tables of the nutritive values of a large number of common Indian

food-stuffs. Those tables had now been published by the Government of India and widely circulated throughout the country.

The Nutrition Advisory Committee of the Indian Research Fund Association was carrying on its valuable work; while anthropometric data bearing on nutrition had also been collected. It was now possible to publish some of the results of these researches in a form suitable for education and propaganda, and this was being done. Closer co-ordination in nutrition work was being established with the Agricultural and Veterinary Departments, which should be productive of good results. In particular, close co-operation was being established with the Agricultural Department in the matter of increased production and sale of milk and its by-products.

The Government of India were co-operating in the enquiries into the problem of nutrition in the East undertaken by the League Health Organisation.

In the report on the Physiological Bases of Nutrition published by the League, the dietary standards were based upon investigations conducted in Europe and North America. Due account must, however, be taken of the great differences between conditions in East and West, and it should be emphasised that it was impracticable to adopt those standards as a basis for nutrition work in Eastern countries. He was nevertheless convinced that all countries—Eastern and Western—would greatly benefit from the valuable work accomplished by the League in this field.

37. The resolution adopted by the Committee included an invitation to the Council to arrange for annual meetings of representatives of National Nutrition Committees, and a request that Governments should submit to the League annual reports on their nutrition work

[Appendix II (3).]

#### ECONOMIC AND FINANCIAL QUESTIONS.

38. In 1936 the Committee's discussions on economic and financial questions had been dramatically influenced by the devaluation of the French franc and the accompanying Tripartite Declaration, whereby the French, United States and United Kingdom Governments had announced their intention to avoid as far as possible any disturbance of the basis of international exchanges resulting from the readjustment of the French currency. The Committee's report reflected the prevailing optimism when it said that never since the beginning of the depression had the situation been so rich in hopes for the future and in immediate possibilities.

39. There was no doubt that the economic situation had continued to improve during the intervening year. Production had increased, stocks had decreased, unemployment had declined, prices had risen. Yet the Declaration had not been followed by the expected reduction of quotas and other obstacles to international trade. The improvement had taken place chiefly in production for home consumption, and had been dangerously stimulated by the competition in armaments. On the whole, the systems restrictive of international trade were still in existence. Above all, the political situation was so full of mistrust and foreboding that all achievement was precarious and the whole economic life of every country was constantly threatened with destruction.

40. These unfavourable considerations did not prevent a number of delegates from putting forward concrete proposals concerning the future work of the Economic and Financial Organisation. Indeed the Australian delegate (Mr. Bruce), who opened the discussion, said that the problems of economics had in the past been regarded largely as matters for the investigation of the student, but never before had there been the same imperative necessity for action with regard to them if disaster was not to follow. Taking as his first principle the promotion of human happiness and well-being, he thought that it could be demonstrated that the great advance in the standard of living during the nineteenth century had been due to the great increase in international trade which had come about. This indicated that the well-being of the peoples must again be sought by facilitating the exchange of goods and services between them. The most obvious way to achieve this end would be a general reduction of the artificial barriers to trade which had been built up in particular during the last few years. But the disastrous failure of so many frontal attacks on the problem showed that it should be approached by other methods. The contrast between the potentialities of production in the world and the poverty which remained in every country, which was so strikingly demonstrated in the reports of the Mixed Committee on Nutrition, suggested that a possible method might be the stimulation of consumption. This might be brought about by developing the social services, by transferring money spent on subsidising production to subsidising consumption, by raising wages, lowering prices or improving distribution. The mass of the people must be made aware of the extent to which the standard of living could be raised, and that all progress in this direction depended upon economic co-operation and the lowering of commercial barriers. It was with these considerations in mind that the Australian delegation put forward proposals for enquiries into methods whereby Governments, acting either nationally or internationally, could improve standards of living; into the practical measures which might be employed for the prevention or mitigation of depressions; into

the question of agricultural credit with special reference to the reorientation of agriculture in Central and Eastern Europe; and into the present economic and financial tendencies likely to influence monetary systems in the future.

41. The delegates who followed for the most part spoke with appreciation of the constructive value of these proposals, and one of the resolutions adopted by the Committee provided for their examination, in a somewhat modified form, by the Economic and Financial Organisation in collaboration, when appropriate, with the International Labour Office.

42. The Committee also had before it the report of the Committee on the question of commercial access to raw materials, which had been appointed by the Council at the request of last year's Assembly. The report showed that the difficulties experienced by certain countries were connected with the payment for raw materials rather than with their supply; that countries in difficulties for means of payment were more interested in export markets in general than in colonial export markets in particular; and that the raw materials question was in fact a part of the much wider problem of barriers to trade. These findings were supported by several speakers, the delegates of France and the U. S. S. R. laying particular stress upon the political motives behind the demand for raw materials. The resolutions adopted by the Committee included a general endorsement of the conclusions of the report and a request to the Economic and Financial Committees to study methods for carrying its principles into effect. In this connection the Committees were especially asked to recommend practical measures for increasing international exchanges and, in particular, for facilitating the removal of exchange controls.

43. The Polish delegate again raised the question of migration, and urged that it should be included in a programme of action embracing all branches of international economic affairs, in which every country would recognise some item of vital interest to itself. There was little support for this suggestion, in either its particular or its general aspects. Nevertheless, the Committee passed resolutions providing for the study of demographic problems by the Economic and Financial Organisation and the International Labour Office, and for the placing of the question of international migration, including the question of repatriation, upon the agenda of the next ordinary session of the Assembly. For the rest, the general opinion seemed to be that progress could best be achieved by bilateral or regional economic agreements and the operation of the most-favoured-nation clause, rather than by international conferences and conventions designed to be universally applied.

44. During a debate which fully occupied five meetings of the Committee, Sir Govind Pradhan took the opportunity to explain the attitude of India towards the questions under discussion. He first referred to the four subjects of enquiry proposed by the Australian Delegate, especially that relating to the standard of living, and said there had been a tendency to restrict consideration to countries in Europe and leave Eastern countries out of account. He would remind the Committee that the teeming millions of India and China together formed nearly one-third of the population of the world. If the standard of living of those peoples were raised, there would at once be more production and more consumption. The difficulty was not that people in those countries did not know how to eat and what to eat, but that they had not the means of obtaining the necessary food. Was it asking too much that the League should also enquire into ways and means of improving the condition of these millions of people and of giving them a decent standard of life?

It had been rightly said that the disease from which the world was suffering was international trade paralysis. Remedies had been suggested, but it was no use suggesting remedies if they were not put into operation. Was this disease to be allowed to take such a firm hold that the patient must die, or were the remedies suggested to be applied?

He was glad to be able to inform the Committee that his Government had not hampered trade by bringing into operation restrictions such as were imposed by many other countries. In particular cases there had been protective duties, but they were for the purpose of supporting indigenous industries, and the Indian Government acted on the principle that it was useless to offer protection to an industry, which would not be able to stand on its own legs within a reasonable space of time. The Indian Government had not found it necessary or expedient to enter into clearing agreements with countries which were imposing exchange restrictions. They held the view, not only that clearing agreements were detrimental to international trade, but that they tended to divert trade from normal channels and to diminish its sum total, and that such agreements were therefore to be deprecated. The conclusion of clearing agreements in respect of any considerable portion of trade with the object of balancing exports and imports would be detrimental to Indian interests. Accordingly, the Indian Government noted with interest from the report of the Economic Committee that in a number of States clearing agreements were being abandoned.

With reference to the relationship between multilateral commercial treaties and the policy of the most-favoured-nation clause, the Government of India considered that, on the general question



of principle, most-favoured-nation treatment should be unconditional and unrestricted, and it regarded any derogation from its benefits as objectionable.

The Government of India favoured efforts to promote the recovery of international trade and the restoration of freer trade. India's commercial relations with foreign countries in the past had been based on reciprocity and on the principle of most-favoured-nation treatment, and that was still the best policy for India, which continued to be a supplier of raw materials and food-stuffs to all parts of the world. In principle, the Government of India was opposed to compensation or clearing agreements, because they tended to retard the restoration of international trade.

Restrictive measures were prejudicial to international trade. India had not imposed any general prohibitions or restrictions upon exports, and her Customs duties were determined primarily by revenue considerations; in a few cases they were introduced to balance the prices of imported goods.

With reference to equality of treatment in the present state of international commercial relations and the most-favoured-nation clause, the report of the Economic Committee published in 1936 had called attention to the existing hindrances to the satisfactory working of the economic mechanism, such as quotas, exchange restrictions, and clearing and compensation agreements. The Committee had also pointed out the divergencies in the interpretation of the most-favoured-nation clause, and the disfavour with which it was regarded in certain countries. Nevertheless, the Economic Committee's conclusions brought out the point that the most-favoured-nation clause and the system of equality of treatment constituted an essential guarantee for the maintenance and development of world trade, and that the clause still remained the underlying principle governing commercial relations between many countries. The Government of India supported those findings and did, as a matter of fact, accord most-favoured-nation treatment to all foreign countries.

As for raw materials, India continued to be a supplier, and it was therefore essential to her prosperity that her access to world markets should be unrestricted. India had accordingly welcomed the proposal made by the United Kingdom delegation during a discussion in the Second Committee last year, that a committee should be set up to study the question of access to raw materials as a necessary step towards the early restoration of unrestricted international trade. The report on raw materials had not been issued in time for the Indian delegation to obtain detailed instructions from its Government; but, as far as the delegation could judge, the Government of India would be prepared, generally speaking, to act long the lines recommended,

although some of the recommendations appeared inapplicable to Indian conditions and others went beyond what the delegation anticipated that India could accept.

[Appendix II (4).]

### THIRD COMMITTEE.

#### REDUCTION AND LIMITATION OF ARMAMENTS.

45. After an interval of four years during which its activities had been suspended, the Third Committee met in September 1936 and passed a resolution welcoming the initiative of the French Government in raising the question of convening the Bureau of the Disarmament Conference. The Bureau held a meeting on May 31st, 1937, but its members were agreed that work on all the questions included in the programme of the Conference could not be resumed in existing political and economic conditions. Nevertheless it was considered that, among the drafts framed by the Conference, the draft Convention on publicity for national defence expenditure and the working of an organ of supervision and co-ordination might form the basis of an agreement which would represent a first step. The Bureau therefore decided to ask all Governments which had been represented at the Disarmament Conference whether they were prepared in principle to accept a system of publicity based on this Convention. By September, however, only nineteen Governments had sent in replies.

46. Moreover the Bureau instructed the Secretariat to collect information concerning national control over the manufacture of and trade in arms in the principal countries at the present time. The Secretariat has collected very voluminous material on this subject, but the results of their enquiry are not likely to be published for some time.

47. In addition, the Bureau resolved to meet again on a date to be fixed by the League Council, in order to consider the replies from Governments regarding budgetary publicity, to discuss the draft Convention on this subject, and to decide upon appropriate measures.

48. The Third Committee passed in review the work of the Bureau and the Secretariat. The restricted field of these activities imposed a corresponding limitation upon the scope of the draft resolution submitted to the Committee by the delegations of the so-called neutral group of countries. A number of delegates spoke in favour of this draft, which formed the basis of a final text prepared by a Sub-Committee and approved by the Committee as a whole. This resolution contained three points. First,

it recommended the conclusion of an international convention on the publicity of national defence expenditure and the working of an organ of supervision and co-ordination. Secondly, it recommended that the Members of the League should examine the possibility of adopting internal measures for the effective supervision of the manufacture of and trade in arms, ammunition and implements of war, and that they should inform the League of the action taken on this recommendation. Thirdly, it asked the Secretary-General to communicate the resolution itself to the States not Members of the League.

49. The Committee also recorded its appreciation of the London Naval Treaty of 1936, which had entered into force on July 29th, 1937.

[Appendix III.]

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## FOURTH COMMITTEE.

### BUDGET OF THE LEAGUE.

50. We are happy to be able to report that the improvement in the finances of the League noted by Indian delegations in the last three years continues to be maintained. The combined efforts of the Supervisory Commission (the small but expert body appointed by the Assembly to supervise the financial administration of the League), the Committee on Contributions, the Secretary-General and the Heads of the other autonomous organisations, to meet the criticisms of former years have borne fruit, and the League's financial position is now sound, its reserves are intact, its accounts have been balanced and the present budget is more or less the same as in recent years. The progress made towards stabilisation is reflected in the unit of contribution of Member States which was 22,289 gold francs for 1938, as compared with 23,060 gold francs in 1937. India's contribution, owing partly to the devaluation of the franc, partly to the reduction of her assessment, and partly to the general improvement of the League's finances, has fallen from 1,849,000 gold francs in 1933, to 1,130,000 gold francs in 1937, and is only 1,092,000 gold francs for the year 1938.

51. For the first time the Fourth Committee had before it a budget prepared after the devaluation of the Swiss franc. Devaluation took place during the session of the Assembly of 1936 while the budget was under discussion. It was not practicable to revise the budget at that late stage, and the matter was dealt with provisionally by reducing the budget by 20 per cent., and placing the sum corresponding to the difference between 20 per

cent., and the actual devaluation, say 30 per cent., in a special fund to cover unforeseen eventualities which might occur owing to devaluation. This year there had been time to work out a detailed scheme. The Supervisory Commission proposed and the Fourth Committee agreed that the expenditure budget should be framed in Swiss francs and that the income budget should be its equivalent in gold francs; they proposed further that a fund amounting to 1,300,000 Swiss francs should be set up and be drawn upon under their orders to cover any necessary increase in other parts of the budget should a considerable rise in prices occur. Apart from a reduction in this credit of 1,300,000 Swiss francs by 260,000 francs the budget as presented to the Assembly was adopted without alteration and with very little discussion.

52. The United Kingdom delegate (Colonel Colville) criticised this credit as an overestimate. He pointed out that no more than some 900,000 Swiss francs had been needed in 1937, to increase a budget framed before devaluation, and that the reserve needed for 1938, might have been expected to be no larger. He asked that the figure might be reconsidered. The Chairman of the Supervisory Commission pointed out in reply that the budget had been prepared in the spring of 1937, since when prices had already risen, and the Commission had to make provision for possible price fluctuations up to the end of 1938, *i.e.*, for nearly two years. It was difficult to fix an exact figure and they had been cautious. At a later meeting however he announced that the Commission had reconsidered the matter and were prepared to accept a lump-sum cut of 260,000 Swiss francs, to be balanced by an amount already available in the Guarantee Fund. This proposal was accepted.

53. Sir Govind Pradhan intervened in the discussion to suggest that if his interpretation of the League Financial Regulations was correct, provision was already available in the Reserve Fund to meet expenditure on currency depreciation and that a fund for a contingency that might never arise was not justified. This brought a useful explanation from the Chairman of the Supervisory Commission (M. Osusky) of the purposes of three reserve funds provided for under the Financial Regulations, namely the Working Capital Fund, the Guarantee Fund and the Reserve Fund. The Working Capital Fund was established to enable the League to function at those periods of the year when the contributions thus far received fell short of expenditure; withdrawals from it were regarded as an advance and had to be refunded. The purpose of the Guarantee Fund was to furnish sums required where uncertain or contingent expenditure had to be incurred under heads in respect of which cuts had been made in the budget. M. Osusky mentioned as an example that a Committee of twenty members might be convened for a Session of two weeks. Experience over a number of years might show that in all probability

only sixteen would attend. Reductions would therefore be made in the budget in the light of this experience. But as funds must be available in the event of a full attendance, the Guarantee Fund had been established from which the necessary additional sum could be drawn. The Reserve Fund was quite different and was designed to meet serious difficulties liable to shake the League's financial foundations. Although some States had withdrawn, the League was still engaged in various activities and enterprises and funds must be available to help it in the event of its passing through a period of even greater difficulty than that to which it was at present exposed. The Fund could not be used for ordinary unforeseen expenses, nor to cover a rise in prices. It existed solely to provide against the possibility of a serious catastrophe. M. Osusky hoped that the Fund would never be required; it should be regarded as one of those insurance policies which all prudent and realistic persons took out. In view of these explanations Sir Govind Pradhan did not pursue his suggestion.

54. During the discussion on the budget Sir Govind Pradhan raised other questions affecting India's interests. He made a plea for increased technical collaboration between the League and India. He said that proper liaison was not maintained with his country. There were only two officials for this work. One of them was paid a very low salary and only one had an office. The press service was unsatisfactory. Indian periodicals and newspapers did not receive the reports and documents of the League regularly and consequently the League's work was not known and appreciated in India. In fact, India felt that she had a grievance—that she was not getting full value for her contribution. The Treasurer of the League pointed out that considerable progress had been achieved since the criticisms made by the delegation of India in 1936. An extra office had been opened in India, and there was now an office for the International Labour Office and a Secretariat Office. The Secretariat Office was being moved from Bombay to Delhi and the Staff was being improved. A programme had been drawn up with regard to temporary collaborators, which provided for Indian collaborators. He asked for the advice of the delegate how to improve the circulation of League documents in India.

55. Sir Govind Pradhan also drew attention to the inadequacy of the representation of India on the staff of the League. Year after year Indian delegations had drawn attention to the injustice done to their country. No new Indian officials had been appointed on either the higher or lower staff. Promises had been held out but they were never fulfilled. There were only two Indians on the staff of the Secretariat, one of whom was in an inferior grade, with two or three in the Labour Office. A further grievance was that as these officials only held temporary contracts, they were unable to benefit from the Pensions Fund or Provident Fund.

The League stood for co-operation between all nations, and it was only right that India, with her vast area and large population and her ancient civilisation—India who was the fifth largest contributor to the League—should be treated justly.

He was not impressed by the argument that it was impossible to find the right kind of men. It was difficult to believe that suitable persons could not be found among so vast a people. The basic principle was that all Members of the League should be represented on the Secretariat, in the higher as well as the lower grades. Why was not that principle extended to India? He made a pressing appeal to the Secretary-General to redress India's grievances at once. In 1937, a resolution was moved in the Indian Legislature to the effect that India should sever her connection with the League of Nations. That, in his opinion, would be a bad blunder. Even if the League had failed to prevent war, it rendered great services in other spheres. At the same time, some attempt should be made to remove the glaring injustice from which India was suffering, and to show her that the League of Nations stood for co-operation on behalf of humanity in general.

56. A reply came in the first place from the delegate of Norway (M. Hambro), who expressed sympathy with the delegate of India. He pointed out, however, that while it was true that there were only two Members of Section from India, both with temporary contracts, and one official in a lower category, it was also true that the temporary contract of one Member of Section had been renewed over a period of eleven years, and that officials with such long service were entitled to join the Pensions Fund. The other, an official appointed in 1936, worked with officials of longer standing than himself, who also held temporary contracts.

The Secretary-General was most anxious to secure the co-operation of India, and had therefore sent the Director of the Information Section to study the matter on the spot. The remarks just made by the delegate of India would undoubtedly receive the most careful consideration.

Both the Secretariat and the International Labour Office had had difficulty in finding competent candidates in overseas countries. The salaries offered in the Indian Civil Service were high, and there was certainly no financial temptation to an able young man to leave India to take up work in Geneva. He would only be tempted to do so if he were specially interested in the League's work. Again, distance was an obstacle to competing in Geneva for posts open to competition.

The delegate of India could be quite sure that the promises given would ultimately be fulfilled. The appropriation in the budget was only a beginning. The competent officials would

welcome any assistance from India or other overseas countries in their efforts to obtain suitable officials.

57. The Treasurer of the League assured the delegate of India that everything possible was being done to improve collaboration with India. That was the very reason why the Director of the Information Section had been sent there. It was quite true that salaries were too low to attract competent Indians. The Secretary-General thought he had secured a high official for the Secretariat, but he resigned when he found how the cost of living in Geneva compared with his salary. The delegate of India was misinformed as regards pensions. Two out of three Indian officials were already members of the Pensions Fund. The Secretary-General was doing his best to improve the representation of Indian nationals in the Secretariat.

58. The Director of the International Labour Office said that the delegate for India was, he thought, referring to the Labour Office as well as to the Secretariat in the remarks which he made. He would only say to him that they had at the present time four Indian members of the Office, three of whom were in the First Division and all members of the Pensions Fund. In addition the Labour Office had an office in Delhi which was maintained at considerable expense, and three Indian members of its staff were likewise members of the Pensions Fund. Altogether therefore there were seven Indian members of the staff on the Pensions Fund. He did not consider that that position was the consummation of all their hopes and desires; but he thought it was an indication that they had done something, and he assured the Indian delegate that, as far as he was concerned, he did not regard it as the end, but only as a beginning—a good beginning.

59. Apart from the replies and undertakings given in the Committee to the suggestions of the Indian delegate, a section of the report ultimately adopted by the Committee and the Assembly was devoted to the same subject and mentioned the great importance attached by the Secretary-General and the Director of the International Labour Office to the establishment of increasingly close collaboration with the Government of India and with other overseas countries.

60. Sir Govind Pradhan was invited to discuss with the League officials the points which he had raised in regard to Indian publications in the League Library and the Agents in India for the sale of League publications.

61. A question of general interest relating to the staff of the League came before the Fourth Committee in a proposal submitted by the Supervisory Commission, during the session of the Fourth Committee, that the 10 per cent. salary cuts imposed on new contracts and promotions by the 1932, Assembly should be

restored, and that the new scale fixed by the 1936, Assembly for members of Section and similar categories of officers should be modified accordingly. The main ground on which these proposals were put forward was the difficulty found since the devaluation of the Swiss franc in recruiting and retaining staff, particularly from overseas, at the salaries which prevailed.

62. The proposal met with some opposition. The delegate of Switzerland (Prof. Rappard) found it difficult to believe that competent officials could not be recruited on the present salaries, which were considerably higher than the salaries of comparative posts in Switzerland. He also complained that the report of the Supervisory Commission had been in the hands of members for a few days only and that insufficient time had been allowed for its study. He asked that if the Committee was not prepared to reject the proposal its consideration should be deferred until next year. Other speakers also spoke against the proposals. On the other hand they were stoutly defended by the Secretary-General, the Director of the International Labour Office and by other delegates. The general feeling however was that insufficient notice had been given to enable the question to be fully considered, and on a vote being taken it was decided by eighteen votes to fifteen to defer consideration of the proposal to the Assembly of 1938. India voted in favour of postponement.

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#### SUPPLEMENTARY CREDITS.

63. During the proceedings of the Fourth Committee a number of requests for credits, some of which were of special interest, were received from other Committees. The request of the Sixth Committee for a credit to enable the League to participate in the New York World's Fair, 1939, is dealt with under the proceedings of the Sixth Committee in paragraphs 96—99.

64. The Sixth Committee also submitted a request for a supplementary credit of 104,000 Swiss francs for the Nansen Office for Refugees. This request met with general support, but was opposed by the U. S. S. R. delegate on the ground that it cut across the plan for the liquidation of the Nansen Office by the end of the year 1938. The Soviet delegate asked that if the Fourth Committee accepted the credit, it should be presented separately to the Assembly. It was explained to him that, according to the rules of the Assembly, it was impossible to present the credit separately, though a separate vote on it could be demanded in the Assembly. The credit was approved by the Fourth Committee, the Soviet delegate alone voting against it. When the report of the Fourth Committee came before the Assembly, however, the Soviet delegation did not ask for the separation of the credit, which was accordingly accepted.



65. The largest and most important supplementary credit did not come before the Committee until towards the end of its deliberations. It arose out of the situation in China. The League Council had adopted and transmitted to the Assembly a report of its Committee on Technical Collaboration with China on the critical situation in China arising from existing or threatened epidemic diseases owing to war conditions. The Council endorsed the Committee's suggestion for an increase of the credits normally voted for technical collaboration with China, so as to provide funds to carry out a scheme to be drawn up by the Health Committee or by a committee specially appointed for the purpose.

66. In the debate which preceded the necessary reference of the question to the Supervisory Commission many delegations supported the proposal, and some of them were prepared to show practical sympathy for China by agreeing to an increase in the contributions of their countries. Only the delegate for Norway (M. Hambro) criticised the proposal, not from lack of sympathy with China, for he was one of those who suggested an increase of the contributions of States members in order to provide the necessary funds, but on account of the way in which the matter had been brought before the Committee. He complained that no definite sum had been mentioned, no plan had been prepared and no specific proposal was before the Committee; but his sympathy with China was too great for him to oppose the reference to the Supervisory Commission.

67. The matter was accordingly referred to the Supervisory Commission who proposed that a sum of 2 million Swiss francs should be provided for the purpose in view, of which 300,000 francs were available under the existing credits for technical collaboration for 1937, and 1938, China's contribution for 1937 of 1,370,000 francs would be set aside for the purpose as soon as it was paid, and the balance of 330,000 francs would be provided from the budget. The Commission pointed out that a definite plan could not be prepared until the matter had been considered by the Health Committee, and that many important questions of control and financial supervision could therefore not be settled at the present Assembly. Hence they proposed that the Commission should be instructed to examine the proposals which would be made by the Health Committee from both the budgetary and the administrative points of view and to take a final decision in the matter.

68. The proposals of the Supervisory Commission met with general approval, the Norwegian delegate being again alone in criticising them, on the same grounds as before and also on account of the haste with which the matter had been considered. He maintained that the Rules of Procedure of the Assembly had been violated, but as before he would refrain from voting against the proposal.

69. Sir Denys Bray (India), after referring to Sir Govind Pradhan's unavoidable absence, said that India's role on the Fourth Committee had from the very outset been that of a faithful watchdog over the League's finances. Every proposal for fresh expenditure had been scrutinised with critical caution.

In happier circumstances, and if the position were less urgent, he would have been only too ready to follow the lead of that champion of rules and regulations and of financial probity—M. Hambro. But in the present circumstances his critical faculty was silent in the face of a practical proposal.

A certain amount of caution was incumbent on him, for time did not permit of his receiving the instructions of his Government. He therefore could not follow the lead given in some speeches at the last meeting, which held out hopes of a larger contribution. However, his knowledge of India gave him authority to say that the Indian peoples had been very deeply moved by the most unhappy plight of China. Were the Assembly, under an Indian President, to disperse with a mere resolution of words, however strong, and void of all motion towards action, however slight, Indian feeling would be outraged.

He therefore had no hesitation in giving India's support to the proposal.

70. The report of the Supervisory Commission was adopted unanimously.

#### CONTRIBUTIONS OF STATES MEMBERS.

71. In 1931, receipts in respect of current contributions and arrears represented 90 per cent of the League's estimated annual income; in 1932, 84 per cent, and in 1933, 82 per cent. From 1934, onwards the position rapidly improved, and in that year the receipts amounted to 93 per cent. In 1935, thanks to the efforts made by the Special Committee on Contributions, they reached the high figure of 116 per cent, dropping in 1936 to 102 per cent. The report of the Committee on Contributions presented to the Assembly (Chairman—M. Hambro) showed that the total amount of current contributions for the year 1936, received by 31st December was 92 per cent of the budget as compared with 88 per cent in 1935. Thirty-eight States had paid their contributions in full, eleven had paid part and nine had made no payment. The Committee commented that while the percentage of Contributions received in 1936, was with one exception, the highest recorded since the beginning of the League, it was not, in their view, satisfactory that so many States should leave the payment of the bulk of their contributions to the very last days of the year. But the

Committee thought that the Assembly, in view of the improvement shown, might be content to wait for another year before deciding whether any further special measures were necessary to secure a more prompt payment of contributions.

72. The arrangements made during the previous two years with States in arrears with their contributions generally involved the writing-down of the arrears and the spreading of the payment of the balance over a period of years. In presenting the report of the Committee on Contributions M. Hambro pointed out that the work of collecting Contributions in arrears was now almost at an end and that the Committee had concluded its task of making arrangements for settling arrears. The United Kingdom delegate (Colonel Colville) during the course of the general debate on the budget had paid a well deserved tribute to the magnificent work done by the Committee on Contributions and both he and the Secretary-General had expressed the hope that its term of office would be extended by a year. M. Hambro said that, if the suggestion were adopted, it must be on the understanding that the Committee's sole task would be to assist the Secretary-General and the Treasurer to collect contributions and arrears, and that it should not be regarded as constituting an invitation to States to ask for further arrangements. The Resolution ultimately adopted by the Assembly noted the considerable improvement in the position but pointed out the necessity for maintaining vigilance over the collection of contributions, both current and in arrears. The mandate of the Committee was renewed for a further year on the understanding referred to by M. Hambro.

73. During the debate on the Committee's report Sir Govind Tradhan entered a plea for more regular and punctual payment of contributions. He said the report did not create a very good impression, though M. Hambro had put a good colour on it. The number of States which had failed to pay their contributions, or had paid only in part, was considerable. Yet he found the following passage in the report :

"While the Committee does not yet regard the position as satisfactory, it thinks that the Assembly, in view of the improvement shown, may be content to wait for another year."

He submitted that they had already waited seventeen years. Every year the same tale was repeated, and it was very unfair on those who paid regularly and punctually. The impression left on his mind from a study of the arrangements for compounding contributions and arrears, and the low instalments agreed to, was that it was better to be irregular in one's payments. One could then plead poverty, and secure a reduction. He presumed that when units were allocated to the States, area, population and

revenue were taken into consideration. He quite understood that in some cases there might be insuperable difficulties in the way of payment. At the same time, some remedy—not necessarily a drastic remedy—should be found to induce States to pay more punctually. He proposed that a rule should be laid down at once and brought into force in a year or two.

A new system for allowing discount might, he suggested, be introduced. Suppose, for instance 24,000 francs were required to meet expenditure. States should be asked to pay 24,960 francs, 4 per cent being added to allow for any delay in the payment of contributions. Only 1 per cent. would be charged if payments were made within three months, 2 per cent within six months, and so on, on a sliding scale. Any surplus should be paid into the Reserve Fund. This would induce States to pay early and would enable the Working Capital Fund to be reduced. The rate of interest should, of course, be slightly higher than the current rate of interest; otherwise States might be tempted to invest the money elsewhere at a higher rate, and pay their contributions late. His suggestion would entail the amendment of Article 21 of the Financial Regulations, and the addition of a new Article 21-b.

He agreed that if the term of office of the Contributions Committee, were renewed, there should be no more compounding of payments. It was very unfair that States that were late or irregular in their payments should enjoy the same rights as those which paid regularly. The situation had been growing worse during the past eighteen years and should not be allowed to continue.

74. In reply M. Hambro said that he agreed with most of the observations made by the delegate of India, and assured him that the problems he had raised had often been discussed by the competent authorities. Over ten years previously, there had been a discussion whether States could be made to pay interest on arrears. The possibility of allowing a discount for payment at the beginning of the year had also been discussed.

The main principle of the Contributions Committee had been to obtain as much money for the League as possible. They could not have insisted on payment in full, for that would have caused considerable trouble. States had been passing through great difficulties—devaluation, for instance—and, in some cases, had been very near bankruptcy.

The Contributions Committee felt that in future reductions should only be made in the case of catastrophes such as the earthquake in Japan in 1924 and the earthquakes in Nicaragua, when most of the capital had been destroyed.

The question of charging interest was very complicated, and involved a whole complex of legal and constitutional questions as

to the right of the League to demand interest without entering first into treaties. It might be simpler to allow a discount for prompt payment, to accept 98 per cent of the contributions instead of 100 per cent, for instance, at the beginning of the year. All the possibilities had been, and were still being discussed, but it would be very difficult to find a solution acceptable to all Member States; As Sovereign States, they would naturally refuse any arrangement that was felt to inflict hardship on them or to encroach on their sovereignty.

If the delegate of India would send in his suggestions to the Contributions Committee in writing, they would be studied carefully. They could then be discussed at the next session of the Assembly. He did not think further decisions could be reached during the present session.

75. The report of the Committee on Contributions also raised an interesting legal and constitutional question as to the bearing of Article 1 (3) of the Covenant on the position of States which have resigned their membership of the League without having fulfilled their financial obligations. The article in question provides that any Member of the League may, after two years' notice of its intention to do so, withdraw from the League, provided that all its international obligations and all its obligations under the Covenant have been fulfilled at the time of its withdrawal. Honduras gave notice of withdrawal after concluding an arrangement for consolidation of its debt. Could this State be permitted to continue to pay instalments after the withdrawal became effective? The report of the Committee on Contributions contained a proposal in the case of Nicaragua for the reduction of its debt and the payment of the balance by annual instalments. Could the Assembly sanction such an arrangement after Nicaragua had given notice of withdrawal? Paraguay had allowed its two-year period of notice to expire without paying its debt to the League. Was the withdrawal effective or did the State continue to be a Member of the League and to incur liability for additional contributions until it regularised its financial position?

76. These questions were referred by the Fourth Committee to the First (Legal and Constitutional) Committee who replied to the first two questions relating to Honduras and Nicaragua in the affirmative. The question relating to Paraguay was more difficult. Her two years' notice expired in February 1937 and during the whole of the intervening period the Paraguayan Government had refused to make any arrangement for the payment of arrears, and had even refused to answer the letters of the Secretary-General on the subject. After a long debate in the First Committee and examination of the question by a sub-committee, the Committee replied to the Fourth Committee that it did not deem it opportune to answer the question which it had been asked. The Fourth Committee did not press for an interpretation of the Covenant on this point but, while making it clear that Paraguay's debt remained

uncancelled decided that, in allocating the expenses among Members of the League for 1938, Paraguay should be left entirely out of account.

[Appendix IV (1).]

### SUPERVISORY COMMISSION.

77. The Fourth Committee had before it the report of a Committee set up under a decision of the 1936 Assembly to consider the composition of the Supervisory Commission. The report made proposals designed to secure continuity of policy, while providing for the admission of new members. It recommended that the Commission should in future consist of seven members and proposed the maintenance of the rule that Members should not serve for more than six consecutive years. Under the Committee's proposals M. Osusky (Czechoslovakia) and Lord Meston (India) were due to retire at the end of 1937. Sir Cecil Kisch (United Kingdom) and M. Holma were elected to replace them. The Assembly also adopted a Resolution warmly thanking M. Osusky and Lord Meston for the inestimable services they had rendered to the League in the last fifteen years as members of the Supervisory Commission.

[Appendix IV (1) & (2).]

### FIFTH COMMITTEE.

#### SOCIAL QUESTIONS.

78. In April the new Advisory Committee on Social Questions had held its first meeting, its work covering the same field as that of the former Traffic in Women and Children and Child Welfare Committees. The Fifth Committee similarly departed from precedent, reviewing in a single discussion and a single report the whole scope of the activities of the Social Questions Committee. Its report also deals with the question of assistance to indigent foreigners; but here it could do little more than take note of the recent decision of the Council that the Committee of Experts should meet early in 1938 to study the comments of Governments on the second draft Convention, together with the results of an enquiry into the practical measures applied to indigent foreigners.

79. The Committee gave prior consideration to two proposals involving supplementary credits in the League budget for 1938. The first contemplated the publication of a periodical review of the League's work in the social field. This proposal was widely supported, discussion chiefly centering in the advisability of issuing the review in other languages besides English and French. The whole question was referred to a Sub-Committee, whose detailed

recommendations the Committee subsequently endorsed. The resolution adopted describes the type of material to be included in the review and states that it will be published quarterly in the two official languages, leaving the question of publication in other languages to be examined by the Secretary-General.

80. In the second place, the Committee dealt with a proposal for the establishment in the East of a League of Nations Bureau to collect information on the traffic in women and children in eastern countries and to co-ordinate the measures taken by the authorities. This proposal had been put forward at the Conference of Central Authorities in Eastern Countries, held at Bandoeng in February, and had been unanimously approved by the Social Questions Committee. In the Fifth Committee the scheme was supported by a number of delegates and opposed by none. Pandit Dharam Narain said that the Government of India assumed that the proposed Bureau would deal with traffic between different countries only; and that the reports to be furnished by the participating countries would relate only to that traffic, and not to traffic wholly confined to one country. On that assumption the Government of India welcomed the proposal, although their practical interest was limited by the admittedly small volume of traffic to and from India. It might be well to mention that it would lie almost wholly with the Provincial Governments to give effect to the proposal by supplying the periodical reports and by acting on the suggestions of the Bureau. In conclusion, he declared that the Government of India would only participate in the work of the Bureau subject to the understanding that they would not be asked to make any special grant towards its maintenance in addition to their general contribution towards the expenses of the League.

81. A Sub-Committee, which included Pandit Dharam Narain, was appointed to study how best the proposal could be carried into effect. But at its first meeting this Sub-Committee was informed that the Secretary-General saw grave objection to a Bureau such as was suggested coming under the administrative control of the Secretariat of the League. In deference to this opinion the Sub-Committee came to the conclusion that it could not proceed with the precise scheme recommended by the Conference.

82. So much support, however, had been given to the proposal, both at the Bandoeng Conference and subsequently that the Sub-Committee felt that every effort should be made to put the scheme into effect in some other manner. They therefore recommended that the Governments of eastern countries represented at the Conference should be invited to form an International Bureau to undertake the functions contemplated by the Conference; and that the League Secretariat should take the initiative in laying the proposal before these Governments and of facilitating in every way within the power of the League the creation of such a Bureau. The

resolution finally adopted by the Fifth Committee, however, confined itself to asking the Council to appoint an expert adviser to discuss the matter as soon as possible on the spot with the interested Governments.

83. The credits necessary for the publication of the review on social questions and for the despatch of an expert adviser to the East were approved by the Fourth Committee and included in the budget for 1938.

84. Besides dealing with these two matters, the Committee discussed at length the past and future activities of the Advisory Committee. Special emphasis was laid upon the desirability of studying the best methods of training social welfare workers and upon the importance of improving the collaboration between the Advisory Committee and other organs of the League. Resolutions were passed on both points.

85. *In the course of the discussion, Pandit Dharam Narain said that India was fortunately very little concerned with the international traffic in women, but was nevertheless a party to the White Slave Traffic Conventions of 1910 and 1921. As recognised by the Commission of Enquiry that had visited the East some years ago, the policy of the Government of India in regard to internal traffic was abolitionist. There were no licensed houses and no registered prostitutes, nor was there any compulsory medical supervision of prostitutes.*

In these circumstances, it was not altogether surprising that the Government of India had shown some reluctance in agreeing to be represented at the Conference of Central Authorities in Eastern Countries, especially as the main concern of the Conference was the international traffic. When, however, they realised the importance attached to India's participation, they had agreed to be represented by a full delegate—Mrs. Mukerjee, Chairwoman of the All-India Women's Conference. The Conference had appointed Mrs. Mukerjee its Vice-President.

The attitude of the Government of India towards the most important resolution adopted by the Conference, that recommending the establishment of an Eastern Bureau, had already been defined. The Government saw no great objection to the other resolutions with several of which it was not concerned. Existing arrangements in India regarding the matters dealt with were adequate and it might not be necessary to take any further special measures in this respect.

India took a progressive interest in the welfare of her young people. A Department of Maternity and Child Welfare had recently been set up at the All-India Institute of Hygiene and Public Health. Indian women realised the importance of the subject, and the vote given to millions of those women under the new Constitution would act as an added stimulus.



The welfare of a country, and indeed of the human race, depended on the welfare of children. The diet, health, recreation, education, environment, general upbringing, etc. of children were all of the utmost importance. Shortcomings here were generally due to ignorance, which in most cases had economic causes.

The pooling of information, ideas and experiences no doubt served a very useful purpose in furthering the cause of child welfare, but some of the problems covered by the phrase "Social Questions" were of a purely domestic nature. Their solution could best be left to the Governments concerned. These alone had the necessary knowledge of national and local social conditions and customs, which often had their roots in the religion of the people. He did not think that attempts to solve such problems internationally could be anything but premature. They could only end by doing violence to popular sentiment and making the tasks of Governments more difficult.

[Appendix V (1).]

#### OPIUM AND OTHER DANGEROUS DRUGS.

86. The Committee's discussions on this subject were dominated by the situation in the Far East. At its meeting in the spring the Opium Advisory Committee had heard statements from several of its members to the effect that while the Chinese Government was doing its best effectively to apply its six-year plan for the limitation of the cultivation and use of opium, conditions in the territories under Japanese control had deteriorated, both as regards clandestine manufacture and the illicit traffic. In the Fifth Committee the Chinese representative strongly upheld this view, and stated that there existed in China a large number of Japanese traffickers to whom Chinese laws did not apply and whose national laws provided for totally inadequate penalties. It was emphasised that this state of affairs constituted a danger not only to the peoples of the regions under Japanese influence but also to the whole world. The illicit traffic in manufactured drugs used to flow from Europe towards the Far East; it now flowed from the Far East to Europe and thence to the Atlantic coast of North America.

87. A resolution drafted by a Sub-Committee and adopted by the Committee as a whole appealed once more to the Japanese Government to put an immediate stop to the clandestine manufacture and illicit traffic carried on by Japanese subjects in China; and expressed the hope that the Chinese Government would not relax its efforts in the face of an admittedly difficult situation.

88. The Chinese representative pointed out that all efforts to secure a universal limitation of poppy cultivation were likely to prove abortive so long as Manchuria and Jehol remained free to produce as much opium as they wished and to increase their crops in proportion to the diminution of cultivation elsewhere. Nevertheless, considerable stress was laid upon the importance of the

projected conference for the limitation of the cultivation of the opium poppy and the production of raw opium; and general satisfaction was shewn at the decision of the Opium Advisory Committee itself to undertake the preparatory work for the conference, though this decision involved the abandonment of the scheme of preliminary conferences sponsored by the Assembly at its last session. In particular, the Canadian delegate, after describing the difficulties of his Government in combating the illicit traffic from the Far East, urged that there should be no undue delay in convening the conference.

89. A number of delegates drew attention to the importance of the Convention of 1936 for the Suppression of the Illicit Traffic in Dangerous Drugs, and earnestly hoped that it would soon receive sufficient ratifications to bring it into force. It was noted with appreciation that the Government of India had taken the lead in ratifying the Convention.

90. Pandit Dharam Narain, after congratulating the Rapporteur said that the results of the opium policy of the Government of India could best be illustrated by a few figures. In 1905 the area under poppy cultivation in India had been about 760,000 acres; in 1935 this area had dropped to 35,978 acres. This meant that for one hundred acres under cultivation at the earlier date there were less than five acres now. In 1895 the *per capita* consumption of opium in India had been 27 grains per year: in 1935 it was no more than 10.80 grains.

There could be little doubt, however, that the rapid decrease in consumption during recent years was partly due to economic causes. The passing of the depression might be accompanied by some increase in this figure.

In India opium was used much less for smoking than for eating. Opium smoking was severely condemned by public opinion. It had therefore been possible to prohibit the sale of prepared opium throughout the country.

On the other hand, the practice of eating raw opium had existed in India for a very long time, but its use was moderate and was decreasing by degrees. For instance, raw opium was used on social and ceremonial occasions, and also extensively as a household remedy. Interference by Government with the object of putting a stop to these traditional habits might lead to an increase both in the illicit opium traffic and in the use of more dangerous drugs and other stimulants. Such a policy would merely create new and more serious problems. In this connection it might be mentioned that the raw opium distributed in India had a lower morphine content than much foreign opium; moreover, the morphine content decreased with the time the raw opium took to reach the consumer.

Pandit Dharam Narain added that the figures for consumption which he had just given covered all uses of opium, including veterinary uses. These last must be extensive, since there was in India more than one head of cattle and horses to every two of the human population.

In these circumstances the Government of India was not prepared to declare opium eating unlawful, nor to go beyond the traditional policy of tolerating a moderate use of raw opium, while taking every possible measure to prevent abuse. Such a policy left no margin or surplus available for the illicit traffic. This was borne out by the fact that during recent years there had been hardly any seizures of Indian opium in the illicit international traffic. Yet India had ratified the Convention of 1936 for the Suppression of the Illicit Traffic in Dangerous Drugs.

In India strict control was maintained throughout the area in which the opium poppy was cultivated. There was efficient supervision over the production, manufacture and distribution of opium. The Government of India had an intimate knowledge of the circumstances and the legitimate requirements of the various localities, and was thus in a position to solve all problems connected with these matters. In such circumstances it was not surprising that the Government of India had questioned the utility of the proposed conference on the limitation and control of the cultivation of the opium poppy and the production of raw opium. That Government, however, had now intimated its readiness to co-operate in it.

In 1925 the Government of India had introduced a policy of progressively reducing exports of "Provision" opium to countries in the Far East. This policy had achieved its object in December 1935, when exports entirely ceased. In this way India had sacrificed a considerable amount of revenue. The loss represented an additional burden on the Indian tax-payer. Moreover, the cultivators of the areas where opium was formerly grown had undergone no little inconvenience and hardship by losing a valuable crop, which also provided oil for use in agriculture and cake for cattle.

Yet India would consider herself amply compensated for these losses if events were to prove that she had furthered the League's efforts to prevent the abuse of opium, and other dangerous drugs. The Indian Government therefore earnestly hoped that its action would be followed by a general improvement in the situation with regard to the drug traffic throughout the world, and especially in eastern countries.

[Appendix V (2).]

#### PENAL AND PENITENTIARY QUESTIONS.

91. Some stir was caused in the Committee by the action of the Rapporteur in mentioning in his preliminary Memorandum a document called "The Accused", which the Howard League for Penal

Reform had circulated to all delegates. This document consisted mainly of summaries of the laws governing the treatment of accused persons in the various countries, but in the case of some countries it also included allegations of the maltreatment of the accused. The delegates of Poland and Hungary protested that it would be contrary to the practice of the League of Nations for the Committee to take cognisance of a document which had been distributed privately and not formally submitted to it by the Secretary-General. In consequence, all reference to the Howard League's Memorandum was omitted from the Committee's report to the Assembly. It was decided, however, that the League Secretariat should collect the advice and suggestions of the seven technical organisations with which it maintains contact, regarding possible measures for protecting witnesses and persons awaiting trial against violence and other forms of physical and mental constraint.

92. The Secretary-General of the International Penal and Penitentiary Commission, who was invited to attend the Committee's discussion of this subject, gave an account of the progress of the enquiry into the number of prisoners throughout the world, which the Commission had undertaken in response to a request of the last Assembly. A questionnaire had been circulated to all States Members and non-Members of the League, but only about half of them had so far replied. The Commission hoped that enough replies would be received before the next Assembly to enable it to submit a complete survey of the numbers of prisoners in the various countries, together with an account of the action taken to reduce those numbers.

[Appendix V (3).]

## SIXTH COMMITTEE.

### THE USE OF MODERN MEANS OF SPREADING INFORMATION IN THE CAUSE OF PEACE.

93. As a consequence of a resolution adopted by last year's Assembly, the Committee had before it two reports—one by the Intellectual Co-operation Committee on broadcasting and the cinema and the other by the Secretary-General on the "technical means of spreading information at the disposal of the competent sections of the Secretariat".

94. The Committee appointed a Sub-Committee to study the two reports. Its discussions were principally concerned with the Secretary-General's report which, besides describing the means of spreading information already at the Secretariat's disposal, contained proposals for their development which would have involved a rise in the budget of the Information Section from 137,570 to 381,000 Swiss francs. Proposals were included for doubling the present amount of broadcasting, for a very large increase in the issue of publications, and for the production of documentary films.

Certain delegations were doubtful as to the value of some of these projects, and they consequently moved for the reduction or elimination of a number of items. The Sub-Committee finally produced a report which reduced the proposed increase from 243,430 to 134,000 Swiss francs.

95. The Sub-Committee also gave its general approval to the conclusions of the Intellectual Co-operation Committee's report on the cinema and broadcasting. A credit of 12,000 Swiss francs was requested for the constitution of a Committee of experts to examine the proposals for international action in connection with broadcasting contained in this report. Similar functions with regard to the cinema are to be carried out by the International Educational Cinematographic Institute at Rome.

96. Before the Sub-Committee had finished its discussions, the Director of the Information Section brought to its notice a letter from the President of the New York World's Fair, officially transmitted by the United States Minister at Berne, inviting the League to take part in the Fair. The Director of the Information Section stated that if the Assembly decided to accept the invitation, it would be desirable for it to vote an initial credit of 100,000 Swiss francs for the 1938 budget to enable the work to be begun at the beginning of the year. He said that the total cost would be in the neighbourhood of 250,000 Swiss francs. The Sub-Committee, though in favour of acceptance, decided that it was not competent to propose a decision of principle on a question of this importance or to suggest the voting of such large sums.

97. The Sixth Committee adopted the proposals of the Sub-Committee concerning the reports by the Secretariat and the Intellectual Co-operation Committee. It also approved the proposal to participate in the New York Fair, though some delegates made reservations with regard to the financial aspects of this matter.

98. All these proposals were thereupon referred to the Fourth Committee, which in turn referred them to the Supervisory Commission, whose detailed recommendations it adopted at a later meeting. It was decided that the proposed increase in the budget of the Information Section was excessive, and it was reduced to 83,700 Swiss francs. The credit of 12,000 Swiss francs for the Committee of experts on broadcasting was approved.

99. As regards participation in the New York World's Fair, the Supervisory Commission said that they were anxious not to let this opportunity pass, if it should prove politically expedient and financially possible for the League to take part; they therefore recommended that the Fourth Committee should open in the budget for 1938 a credit of 300,000 francs (instead of 100,000 francs as suggested by the Sixth Committee), offset to the extent of 250,000 francs by a lump sum to be deducted from the Guarantee Fund, the assets of which would be correspondingly increased; the net addition to the budget would thus be 50,000 francs only, the remaining 250,000 being reserved for use if the League actually decided to take part. Finally, it was decided that no commitment

should be undertaken without the consent of the League Council and the Supervisory Commission's approval of the amount of the credits to be placed at the Secretary-General's disposal.

[Appendix VI (1) and (2).]

#### MANDATES.

100. The Assembly is only indirectly concerned with the supervision of the mandatory system, a task which Article 22 of the Covenant assigns to the Council and the Permanent Mandates Commission. This year these two bodies had each given very serious consideration to the problem of Palestine. During the summer the Mandates Commission had held a long session devoted entirely to reviewing it in the light of the recently published report of the Royal Commission set up by the United Kingdom Government. In its report to the Council, the Mandates Commission had stated that in principle it favoured an examination of a solution involving partition, but it did not consider that the mandate could be immediately terminated. On the contrary, a prolongation of the period of political apprenticeship constituted by the mandate would be absolutely essential for both the States whose formation was contemplated.

101. In the Council the United Kingdom representative had emphasised that his Government, though they had declared themselves in favour of a scheme of partition on the general lines recommended by the Royal Commission, was not committed on any point of detail or to any definite scheme. All that the mandatory power asked was to be given authority to work out the details of such a scheme, if possible in co-operation with the representatives of both Arabs and Jews, it being understood that no scheme would be put into effect without further reference to, and approval by, the Council. Should the Council give its general approval to the policy outlined, the mandatory Government intended to appoint a further special body to visit Palestine, to negotiate with Arabs and Jews, and to submit to His Majesty's Government proposals for a detailed scheme of partition. The mandatory Power would subsequently submit to the Council the result of this study and other detailed proposals which might result therefrom.

102. The Council finally adopted a resolution whereby it took note of the procedure which the United Kingdom Government intended to pursue, and agreed to that Government carrying out a study of the character described above and taking such steps as this might entail. In the meantime it entirely reserved its opinion and its decision.

103. The whole matter being thus *sub judice*, the speakers in the Sixth Committee could do little more than appeal to general principles and offer their comments on the situation which had developed. The representatives of certain European countries,

headed by Poland, testified to their deep and sympathetic interest in the development of a Jewish National Home in Palestine and urged that the restrictions imposed upon immigration should not be unduly prolonged. The Albanian delegate, who had been Governor of Palestine before the war, outlined a scheme of settlement on cantonal lines. On the other hand, the representatives of Egypt, Iraq and Iran expressed strong sympathy with the Arab population and deprecated the assumption that the solution of the problem of Palestine must necessarily comprise the solution of the Jewish question.

104. The United Kingdom representative explained the policy of his Government, which had already been announced to the Council. He promised that his Government would give the closest attention to the considerations put forward in the course of the debate. And in its report to the Assembly the Committee said that it felt sure the Council would take into account the exchange of views recorded in detail in the minutes.

[Appendix V I(3).]

#### INTERNATIONAL ASSISTANCE TO REFUGEES.

105. In dealing with refugees the Sixth Committee was faced with the necessity of adapting to present-day conditions a decision taken six years before. At that time it had seemed probable that the relief and settlement of the Russian, Armenian, Assyrian and Turkish refugees could be carried out within a fairly short period: and the Assembly had adopted a scheme whereby the Nansen Office was to complete its work of assistance to these refugees by the end of 1939, when it was to be closed down. Later, the date for the winding up of the Office was altered to the end of 1938. But subsequent political and economic events had not only greatly hindered the settlement of the refugees already existing, but had created new classes of refugees—in particular those from Germany and those from the Saar. This latter class had been brought within the purview of the Nansen Office; and in 1933 the League Council had appointed a High Commissioner to co-ordinate the efforts of Governments and private organisations to assist refugees from Germany. It had been originally intended that the High Commissioner's mandate should come to an end in January 1936; but it had twice been found necessary to postpone the date of its termination which, like that of the Nansen Office, was now fixed at the end of 1938.

106. At the outset the Sixth Committee agreed to its Chairman's proposal for the appointment of a Sub-Committee to deal with the question as a whole. Before it started its labours, however, there was a preliminary exchange of views on the scope of the decisions which would have to be taken at this session of the Assembly. It was pointed out that the President of the Nansen Office had asked

the League for a credit of 104,000 francs on the ground that, without it, he would have drastically to curtail the activities of the Office and reduce its staff. If the League were to decide that the machinery of the Office should be entirely abolished at the end of 1938, such curtailment would not matter; but if the work was to be continued in any form, then the premature winding up of most of the organisation of the Office would do irreparable harm. It was therefore generally agreed that this year's Assembly would be wise to take some broad decisions of principle on the future of the Nansen Office and the High Commission, leaving points of detail to be worked out next year. A majority of the speakers agreed not only that the League should continue the work for the legal protection of refugees which had generally been considered to fall within its province, but also that the work of relief and settlement carried on by the Nansen Office should in some way be continued under League auspices after the end of 1938. In particular, attention was drawn to the advantages which would result both to the League and to the refugees themselves if existing differences of treatment between various groups of refugees could be abolished and the whole work of assistance co-ordinated and consolidated.

107. During this general discussion Sir Denys Bray intervened to express the hope that the humanitarian spirit which had inspired all the speeches that afternoon would prevail also in the more material atmosphere of the Fourth Committee. India had a recurrent refugee problem of her own, which she solved in her own way—chiefly by absorption. In addition she had a share in the specific problem before the Sixth Committee. It was however a small one and she had largely liquidated it by capitalising her expenditure, a procedure that had been held up to other nations as an example, so far with no very encouraging results. The refugee problem still existed, and existed in great magnitude. At the same time, the Sixth Committee should be very careful not to take any action which would perpetuate the problem beyond its necessary duration. It would, he thought, be unduly pessimistic to regard the problem as one that was necessarily permanent, demanding a permanent organisation to cope with it. It was against that possibility that he would urge the Sub-Committee to be on its guard.

108. At a later meeting the Committee considered a recommendation of the Sub-Committee that the request of the Nansen Office for a supplementary credit of 104,000 francs should be transmitted to the Supervisory Commission with a favourable opinion. It was decided to endorse this recommendation, the Soviet delegation, which had voted against it in the Sub-Committee, alone opposing it.

109. As regards the general question of future assistance to refugees, the Sub-Committee produced, firstly, resolutions relating to the Nansen Office and the High Commission, which were



subsequently adopted by the Sixth Committee and the Assembly and, secondly, a comprehensive resolution re-affirming the principles governing the relations between the League and refugees and laying down a programme for the coming year. In the first place, it was made clear that the decision to liquidate the Nansen Office still held good and that the High Commission for Refugees from Germany would come to an end in December 1938. At the same time it was recognised that the refugee problem, with which these organisations had been entrusted, continued to exist. Hence the League should continue without interruption and for a specified period the work hitherto carried on under its auspices. On the other hand, League funds should not be directly applied to the relief and settlement of refugees, though they might be used for the administrative expenses involved in such work. Since assistance to refugees could never be allowed to assume a permanent character, the whole question should be re-examined at a later date to be fixed by the 1938 Assembly. Meanwhile reasons of economy and of efficiency alike would make it necessary to unify the work of assistance to refugees. As regards the more immediate future, the Secretary-General, in consultation with the President of the Nansen Office and the High Commissioner for Refugees from Germany, should draw up a detailed plan for assistance to refugees after the end of 1938 and should submit this scheme to Governments for their observations before May 15th, 1938.

110. Unfortunately, in recommending these proposals to the plenary Committee, the Sub-Committee was not unanimous. The Soviet delegation opposed the greater part of the draft resolution, while the Latvian delegation made a general reservation with regard to it. These difficulties persisted in the Sixth Committee, the Soviet delegation maintaining its objection to any proposal involving the continuance of League assistance to Russian refugees and the Latvian delegation submitting an alternative resolution. In the end the Committee adopted the Sub-Committee's resolution by twenty-seven votes to one (U. S. S. R.), with one abstention (Latvia).

111. Under the Assembly's Rules of Procedure, while a majority vote is sufficient for the adoption of a resolution by a Committee, in the Assembly a unanimous vote is necessary. Hence it was within the power of the Soviet delegation to secure the rejection by the Assembly of the Committee's resolution on future assistance to refugees, and it was generally felt that this would place in the gravest danger the continued existence of one of the most valuable of the League's activities. In order to prevent, or to postpone, this eventuality, and to secure Soviet acquiescence in the supplementary credit for the Nansen Office, the delegates of France, Belgium, the Netherlands and Czechoslovakia submitted

to the Assembly an alternative resolution which substituted for the greater part of the Committee's resolution a simple request to the Council to draw up or cause to be drawn up before the next Assembly a scheme for international assistance to refugees. This proposal was opposed by the United Kingdom delegate on the ground that in the absence of a decision by the Assembly on the general principle of future assistance—a decision which it alone could take—the Council would be unable to give directions for the preparation of a new scheme, and hence no real progress in the matter would be possible until the next Assembly. The text submitted by the four delegations was finally put to the vote and adopted by twenty-five votes, twenty-two delegations, including the Indian delegation, abstaining.

[Appendix VI (4).]

#### SITUATION IN SPAIN AND CONNECTED QUESTIONS.

112. At one of the plenary meetings of the Assembly, the Spanish Prime Minister (M. Negrin) put forward a number of proposals, which he asked should be discussed by the Sixth Committee. These were, first, that the League should recognise that Spain had been the victim of German and Italian aggression; secondly, that in consequence of this recognition, the League should examine the means of putting an end to that aggression; thirdly, that the Spanish Government should once more have the right to acquire freely all the war material which it might consider necessary; fourthly that non-Spanish combatants should be withdrawn from Spanish territory; and lastly, that the measures of security to be adopted in the Mediterranean should be extended to Spain, and that Spain should be assured of legitimate participation in them.

113. In the Sixth Committee, the Spanish representative opened the proceedings with a long speech developing the arguments in favour of these proposals. Already at the previous Assembly the Spanish delegation had claimed that its Government was a victim of aggression. It now resumed the indictment of German and Italian intervention, giving details of incidents in which armed forces, ships or aeroplanes belonging to those Powers were alleged to have been involved, and quoting from documents to prove that their Governments were actively supporting the insurgents. He stigmatised the policy of non-intervention as a complete failure which had only served to prolong the war; and inquired whether the Governments of France and the United Kingdom considered that the Non-Intervention Agreement should continue to be the international law applicable to the Spanish situation. Finally he claimed that, by abandoning the existing

policy in favour of one directed against German and Italian intervention, the Powers would be acting in accordance with international law and the Covenant of the League.

114. At the next meeting of the Committee the representatives of France and Great Britain replied to the question which the Spanish delegate had put to them. They maintained that the situation demanded, not the abolition of the Non-Intervention agreement, but resolute measures to make it effective. Far from violating any principle of the Covenant, non-intervention was based upon the provisions of Article 10 concerning the political independence of States Members. It had moreover achieved its main object of preserving the peace of Europe in spite of countless dangers. Though they readily admitted that the Agreement had been widely infringed, the two Governments believed that further efforts should be made to secure its observance by all the parties which had adhered to it. The success of the Nyon Conference had encouraged them to announce that they would shortly open negotiations to this end. Nevertheless, if these efforts should fail, the whole situation would inevitably have to be reconsidered.

115. The Norwegian delegate repeated a suggestion made at a plenary meeting of the Assembly that the League should attempt to conclude an armistice, thereafter lending its aid in discovering upon what terms the conflict could be peaceably settled. For the rest, the delegates of Mexico and the Soviet Union strongly supported the thesis advanced by the Valencia Government and the proposals it had put forward, while the delegates of Austria, Poland and Hungary uttered guarded warnings against the abandonment of non-intervention in favour of a policy which would involve siding with one of the parties in the civil war. The meeting closed with the appointment of a drafting committee to prepare a draft resolution taking into account the Spanish proposals, the various opinions expressed and the situation as a whole.

116. After discussions which occupied three meetings, the drafting committee at length produced a draft resolution which reconciled the extremely conflicting views of its members. The resolution first re-affirmed the obligations incumbent upon all States to respect the territorial integrity and political independence of other States and to refrain from intervening in their internal affairs, and recalled the special undertakings contracted by the European Governments and the London Non-Intervention Committee. It expressed regret at the failure of that Committee to secure the withdrawal of non-Spanish combatants taking part in the Spanish civil war, and at the presence on Spanish soil of foreign army corps, which represented foreign intervention in the affairs of that country. A reference to the Council's resolution, describing the withdrawal of foreign combatants as the most

effective remedy for a situation of the utmost gravity, was followed by an expression of confidence in the success of the diplomatic action initiated by certain Powers in order to achieve this end and an appeal to the Governments to undertake a new and earnest effort in this direction. At the same time it was noted that, if the desired withdrawal could not be effected in the near future, the Members of the League which were parties to the non-intervention agreement would consider ending the policy of non-intervention. Lastly, the Council was asked to follow the situation in Spain and to seize any opportunity for seeking a basis for a peaceful solution of the conflict.

117. When the draft resolution came up before the Sixth Committee the delegate of the Irish Free State, who had not been a member of the drafting committee, objected that the reference to the possible abandonment of non-intervention not only amounted to a threat, which he considered undesirable, but also committed Governments to take in certain circumstances action which his Government could never take, since it would never depart from the policy of non-intervention. He persisted in his objection in spite of the attempts of other delegates to show that he had mis-interpreted the draft. Moreover the delegates of Hungary and Austria stated that they could not accept the resolution unless it were amended so as to make it clear, first, that only some, and not all, of the parties to the non-intervention agreement might (instead of 'would') in certain circumstances consider ending the non-intervention policy; and secondly, that there were foreign armed forces helping both sides in the Spanish conflict. The representative of Portugal also objected to the draft, and the representatives of Bulgaria and the Union of South Africa announced that they must reserve their votes as they had not had time to consult their Governments. In the end the Committee adopted the draft resolution subject to these reservations and declarations.

118. Before a vote on the resolution was taken in the Assembly, a number of delegates defined their respective attitudes towards it in statements which for the most part simply re-affirmed what they had already said in the Sixth Committee. Thus the Irish delegate recapitulated his objections to the draft and declared that he must abstain from voting upon it. The representative of the Union of South Africa made a similar declaration. The delegates of Hungary and Austria again put forward their amendments, and were supported by the Albanian delegate. In order not to prejudice the position of complete neutrality which their Governments had taken up, the delegates of the Argentine, Bolivia, Chile, Switzerland, Uruguay and Venezuela announced that they would abstain from voting. The Portuguese representative refused to accept the draft resolution on the ground that it was partisan and

detrimental to the policy of non-intervention. The Soviet delegate declared that his Government reserved the right to determine for itself what reasonable time might be allowed for giving effect to the efforts which were being made for the recall of so-called volunteers from Spain. Short statements in defence of the resolution as it stood were made by the representatives of the United Kingdom, Colombia, Ecuador, France, Mexico and Poland; while the Spanish delegate announced that he would vote in favour of the draft resolution, though he did not consider it wholly satisfactory.

119. The next stage was to take a separate vote on each of the amendments submitted by the Hungarian and Austrian delegations. In every case these were rejected, the proposers and the Albanian delegate alone voting in their favour, though there were a considerable number of abstentions. The Hungarian delegate then asked that a separate vote should be taken on each of the two paragraphs which it had been proposed to amend. This request was granted, but the paragraphs in question were both adopted by thirty-two votes to four, with twelve abstentions. Finally, the resolution as a whole was put to the vote, receiving thirty-two votes in its favour and two against, with fourteen abstentions. The resolution, having failed to obtain the necessary unanimity, was not adopted.

120. The Indian delegation voted against the amendments and in favour of the draft resolution in its entirety.

#### [Appendix VI (5).]

#### SPECIAL COMMITTEE FOR THE APPLICATION OF THE PRINCIPLES OF THE COVENANT.

121. This Special Committee, popularly known as the Committee of Twenty-Eight, was appointed during the Assembly of 1936 and had already held several meetings and produced a number of reports which had been referred to the Governments of member States. It continued its labours during the present Assembly. The proposals which were made by the delegate of Chile (M. Edwards) during his speech in the Assembly (see paragraph 12) as regards consultation with non-member States and the addressing of future reports of the Committee to the Assembly were referred by the General Committee to the Committee of Twenty-Eight. So was a draft resolution submitted by the Argentine Delegation to the effect that, in the event of war or of a threat of war, the

League should establish contact with the States who, though not members of the League, were signatories of the Briand-Kellogg Pact and the Treaty of Non-Aggression and Conciliation signed at Rio de Janeiro on the 10th October, 1933. As regards the proposal that the Committee should submit its reports in future to the Assembly and not to Governments of States members, the Committee undertook to examine the proposal with all the care which it deserved. As regards the proposal to consult non-member States, the Committee proposed a draft resolution requesting the Council to examine the conditions in which the views of such States should be obtained as and when opportunity offered, in order that the information might be placed at the Committee's disposal. This resolution was in due course adopted by the Assembly which also adopted a resolution proposed by the Committee of Twenty-Eight on the lines of that proposed by the Argentine Delegation.

[Appendix VIII (1) and (2).]

#### FAR-EAST ADVISORY COMMITTEE.

##### Appeal of the Chinese Government.

122. On the 12th September the Chinese Government appealed to the League on the subject of the Japanese aggression against China, invoking the application of Articles 10, 11 and 17 of the Covenant, and appealing to the Council to advise upon such means and take such action as might be appropriate and necessary. On the 15th September the delegate for China (Mr. Wellington Koo) dealt with the subject in a speech at a plenary meeting of the Assembly and said that it was for the Council to decide whether it should itself deal with the question, or lay it before the Assembly or refer it to the Advisory Committee on the Sino-Japanese conflict set up by the Assembly on the 14th February, 1933. On the 16th September the Council requested the Secretary-General to take the necessary steps for an early meeting of the Advisory Committee. The Committee met on the 21st September and invited China, Japan, Germany and Australia to participate in its work. The invitation was accepted by China and Australia and declined by Japan and Germany. On the previous day the Government of the United States had authorised its Minister in Berne, Mr. Harrison, to take part in the discussions of the Committee under the same conditions as in 1933, *i.e.*, without the right to vote.

123. On the 27th September the Committee voted a resolution condemning the Japanese air bombardment in China and on the following day this resolution was adopted by the Assembly.

124. The Advisory Committee then appointed a sub-committee under the chairmanship of the representative of Latvia (M. Munters) to examine the situation arising out of the Sino-Japanese conflict, to discuss the questions involved and to submit to the full Committee such proposals as it might think fit.

125. After considerable discussion the sub-Committee submitted two reports to the Advisory Committee on the 5th October. These are reproduced in the Appendix. The first gave a general outline of events in China since the 7th July, examined the treaty obligations of the parties to the dispute and drew certain conclusions. The second report, which contained recommendations for action, pointed out that the present situation was a matter of concern not only to the two States in conflict, but to all States. It could not be admitted that the conflict could of right only be settled directly between the Chinese and Japanese Governments. After recalling the terms of the Treaty of Washington of 1922 (the Nine-Power Treaty), which provides that whenever a situation arises which involves the application of the principles of the Treaty and renders desirable discussion of such application, there should be full and frank communication between the contracting Powers concerned, the sub-Committee recommended that the Assembly should, as a first step, invite those Members of the League who were parties to the Treaty to initiate such consultation at the earliest practicable moment. The hope was expressed that the States concerned would be able to associate with their work other States who had special interests in the Far East, in order to seek a method of putting an end to the conflict by agreement.

126. The two reports of the sub-Committee were adopted by the Advisory Committee, which also adopted a short report submitting to the Assembly a resolution adopting the reports, requesting the President to take the necessary action with regard to the proposed meeting of the parties to the Nine-Power Treaty, expressing moral support for China and recommending that Members of the League should refrain from taking any action which might have the effect of weakening China's power of resistance and thus increasing her difficulties in the present conflict, and should also consider how far they could individually extend aid to China. The resolution further proposed that the Assembly should adjourn, and not close, its session, and that the President should be authorised to summon a further meeting if the Advisory Committee so requested.

127. On the 6th October the Assembly adopted the report and resolution of the Advisory Committee, Poland and Siam abstaining. On the same day His Highness the Aga Khan as President of the Assembly addressed to those Members of the League who are parties to the Nine-Power Treaty an invitation to meet in accordance with the proposal of the Advisory Committee.

128. As a further measure of assistance to China and in view of the danger of epidemics in existing circumstances the Assembly, on the recommendation of the Fourth Committee, voted a sum of two million Swiss francs for the organisation of anti-epidemic measures.

[Appendix IX (1) and (2).]

### Acknowledgments.

129. We wish to place on record our appreciation of the cordial co-operation we received throughout, especially on the Second and Fourth Committees, from Sir Govind Pradhan who, as Substitute Delegate, took a full share in the activities of the delegation.

130. Much extra work was of course thrown on our Secretary-General, Mr. W. D. Tomkins, O.B.E., and the rest of the staff by the elevation of the Leader of our Delegation to the Presidential chair. That it was performed without addition to the establishment and without detriment to current duties is a signal proof of their efficiency and zeal. Both as a Delegation and individually, we are heavily indebted to Mr. Tomkins in particular.

Sd. AGA KHAN,

Sd. DENYS BRAY,

Sd. DHARAM NARAIN.

The 14th February, 1938.

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## APPENDIX.

(The Resolutions proposed by the Committees are marked by a line in the margin, and were adopted in that form, unless otherwise stated.)

### I.—FIRST COMMITTEE.

- (1) Rules of Procedure of the Assembly: Maintenance of the rule concerning the convening of the Finance Committee (Fourth Committee) of the Assembly.

The rule adopted experimentally by the Assembly in 1933, the text of which is reproduced on page 10 of the latest edition of the Rules of Procedure of the Assembly, was in force in 1934, 1936 and 1937: It has not yet, however, had to be brought into operation. Under this rule, should it become necessary, the President of the Council is empowered, after consulting the Chairman of the Supervisory Commission, to convene the Fourth Committee for a date earlier than the first meeting of the ordinary session of the Assembly.

The First Committee is of opinion that the rule should be maintained for a further period of two years. It accordingly submits to the Assembly the following draft resolution:

#### *Draft Resolution.*

"The Assembly decides to maintain, for its 1938 and 1939 sessions, the rule concerning the convening of the Finance Committee (Fourth Committee) established by the Assembly's resolution of October 11th, 1933."

[Adopted 30th September 1937.]

### (2) Status of Women.

1. It was in 1935 that the question of the status of women in all its aspects first appeared on the agenda of the Assembly. Its insertion on the agenda was the result of a joint request made at the Assembly's previous session by ten delegations—namely, those of the Argentine, Bolivia, Cuba, Dominican Republic, Haiti, Honduras, Mexico, Panama, Peru and Uruguay. The Assembly had already been called upon to consider the nationality of women in 1931, 1932 and 1933, and this subject was also on the agenda in 1935.

2. In 1935, the question of nationality and the more general question of status formed the object of separate discussion in the Assembly, and two separate resolutions were adopted. As regards nationality, the Assembly on September 27th, 1935, called the attention of the Members of the League to the fact that the Montevideo Convention of December 26th, 1933, on the nationality of women (which forbids any differentiation between the sexes in regard to nationality) was open to accession by all States and repeated the request which it had made on October 12th, 1932, that the Council would follow the development of the problem. As regards the status of women, the Assembly on the same date adopted a resolution which distinguished between "the question of conditions of employment whether of men or women" which was stated to be "a matter which properly falls within the sphere of the International Labour Organisation" and

"the question of the political and civil status of women". The latter question was referred to the Governments "for their observations, including observations as to the action which, in their view, the League might take in the matter". The Governments were at the same time asked to furnish information as to the position under their existing law. The women's international organisations were also asked to present statements to the Assembly.

3. A large number of Governments and associations responded during the years 1936 and 1937 to the Assembly's request for information. The documents A.14, 14(a), 14(b), and 14(c). 1937.V and A.33.1936.V contain replies from the following Governments: Union of South Africa, Australia, Belgium, Brazil, United Kingdom, Bulgaria, China, Colombia, Czechoslovakia, Denmark, Egypt, Estonia, Finland, Hungary, Iceland, India, Latvia, Monaco, Netherlands, New Zealand, Norway, Poland (Danzig), Roumania, Sweden, Switzerland, Turkey, Yugoslavia.

A statement from the Government of the United States of America was received too late for distribution to the First Committee, but was studied by the Rapporteur and will be published as soon as possible. On the other hand, the documents A.14 and A.14(d).1937.V contain information and statements of their desiderata drawn up by the following women's international organisations: International Alliance of Women for Suffrage and Equal Citizenship, World's Young Women's Christian Association, St. Joan's Social and Political Alliance, International Council of Women, Equal Rights International, Union internationale des Ligues féminines catholiques, Women's Consultative Committee on Nationality<sup>1</sup> and the International Federation of Business and Professional Women.

The members of the First Committee have not failed to give most serious consideration to the views expressed, not merely by the Governments, but also by the organisations.

4. In the present year, the question of the status of women has been put on the Assembly's agenda by a joint request from fifteen Governments—namely: Albania, Bolivia, Bulgaria, China, Colombia, Cuba, Czechoslovakia, Ecuador, Finland, Haiti, Latvia, New Zealand, Turkey, the Union of Soviet Socialist Republics and Yugoslavia.

5. The figures given in the last two paragraphs appear to show a growing interest on the part of Governments in the demand of women for equality of status. This impression is reinforced by the debates in the First Committee. These debates have shown that the question of equality is not merely one in regard to which women in general are anxious that the maximum progress should be made, but one in regard to which the Governments, while obliged to take account of the practical possibilities of legislation and of international action, appreciate and feel sympathy with this demand.

6. The documentation supplied by the Governments and the associations regarding the present position of women under the law of different countries could not, of course, be studied in detail by the First Committee, but a general survey of the situation which it discloses was given to the Committee by the Rapporteur in the following terms:

"According to the wish expressed at the last meeting, I have tried to get a sort of general survey of the present situation as it is recorded in this material, adopting a purely practical standpoint and without going into details. I

<sup>1</sup> This Committee is composed of representatives of the International Council of Women, the Women's International League for Peace and Freedom, the Inter American Commission of Women, the Equal Rights International and the All-Asian Conference of Women.

have tried to find in how many countries a woman has full personal rights or, as far as married women are concerned, equality of rights with her husband, in certain specified matters.

"In so short a time and with data not always complete or entirely corresponding to each other, I cannot guarantee that my figures are absolutely exact, but I think I can say that they may give you a fair idea of the situation. From a juridical point of view, they need, of course, qualifying in many respects.

"They concern thirty-eight countries all over the world, of which twenty-four are in Europe, four in Asia, two in Africa, seven in America including the United States of America and Canada, and, finally, there is the Commonwealth of Australia.

"The facts are, as I said, taken from the Governments' replies supplemented by the information given by the women's organisations. Where the information has shown divergence, I have always depended on that furnished by Governments.

"The points investigated, seven in number, are as follows:

- "I. Equality of right to their own nationality is allowed to women by ten countries and refused by twenty; eight have not given any information.
- "II. The right to vote in parliamentary elections and eligibility for election to Parliament on equal footing is enjoyed by women in twenty-four countries and refused in fourteen (nine in Europe).
- "III. An equal right to vote and eligibility in local government on an equal footing is accorded to women in twenty-nine countries, refused in seven countries (four in Europe); two have given no information.
- "IV. An equal right for married women to choose their domicile is given only in four countries, twenty-four refuse it: ten give no information.
- "V. In seven countries, married women have an equal right to the guardianship of their children; in twenty they are refused it. Eleven countries give no information.
- "VI. The question of women's right to work was very difficult to answer from the data supplied. However, it seems that fourteen countries give a woman, married or unmarried, practically the right to engage in every kind of work, while restrictions of different kinds are imposed in sixteen countries; no information is given from eight countries.
- "VII. Equality of rights as regards property, income and earnings is given women in twenty-four countries and refused in ten; no information from four countries.

"I need not say that, quite apart from juridical niceties, conditions vary greatly in different countries, and therefore the data given must be of a very rough nature. A more concise survey would ask for preparation and analysis by legal experts. These remarks apply to this matter as a whole.

"I am, however, left with the impression of a very great variety and of a growing process of evolution. Many countries are reporting recent or planned changes in their legislation. I also venture to add that the progress made towards complete emancipation of women is more substantial than people generally are aware of."

7. The draft resolution which the First Committee submits to the Assembly for adoption provides for a comprehensive and scientific enquiry into "the legal status enjoyed by women in the various countries of the world as the result of the provisions of national law and the application of those provisions". This enquiry would be under the control of a committee of experts of both sexes appointed by the Council. It will be evident from the work which the committee has to do that the First Committee has primarily in mind a committee of *legal* experts. It has refrained from using this expression in the draft resolution in order that the Council, if it thinks fit, may put on the committee persons whose qualifications are not primarily legal but who possess special qualifications of another kind for the work in question. The committee will settle the scope of the enquiry and the distribution of the work among the scientific institutions by which it is to be accomplished, and it will review the work accomplished before its publication by the League, with a view in particular to ensuring that there is included a synthetic survey of the whole situation. It is not, of course, intended that the committee shall be bound to draw up this survey itself.

8. It is proposed that the enquiry itself should be entrusted to suitable international scientific institutions. In this connection, the resolution mentions the International Institute for the Unification of Private Law, which is an institute placed at the disposal of the League and which by its purpose and constitution is specially qualified to deal with questions of private law and related questions. Other aspects of the enquiry would be entrusted to such institutions as the committee of experts considered most suitable for the purpose: a number of delegations considered, for example, that recourse might be had to the International Institute of Public Law and the International Bureau for the Unification of Penal Law for questions falling within their field.

9. The reasons for such a proposal can be briefly stated as follows:

The replies of the Governments and the debate in the First Committee, in which no less than twenty-three delegations took part, have shown that the status of women is not a question which at present one can hope to see settled for all countries by the adoption of a simple and all-embracing formula. Although some speakers were inclined to consider that it would ultimately become possible to secure general acceptance for an international convention on the subject, no delegation proposed that the League should at present attempt to have such a convention negotiated under its auspices, and certain delegations declared that, in the opinion of their Governments, the status of women was so essentially a matter of domestic jurisdiction that it ought not to be considered to fall within the field of action of the League. Other delegations feel that at the present stage, legislative progress may be co-ordinated as the result of League action. If the First Committee's proposal is accepted, the League, on the completion of the proposed enquiry, will be put in possession of an entirely objective picture of the actual legal position of women. The publication of such a comprehensive survey should be of assistance to Governments and to all organisations and persons

interested in the problem. On its completion, the Assembly will be absolutely free to consider taking further steps in the matter.

10. The First Committee very much hopes that the comprehensive study can be completed in three years. The progress of the work will be notified to the Assembly in the Secretary-General's annual reports and, if the committee of experts finds it impossible to complete the work in the time proposed, it will of course call the Assembly's attention to the position. The proposed resolution contemplates that, so far as necessary, the committee of experts will maintain contact with the institutions which are carrying out the study. This contact will of course be maintained in the normal way through the Secretariat and, in the opinion of the First Committee, it need not necessarily involve meetings of the committee of experts, although such meetings may prove to be desirable.

11. Two aspects of the status of women are excluded from the scope of the contemplated comprehensive survey. In the first place, that survey cannot obviously extend to matters which the Assembly has already formally recognised to belong to the competence of the International Labour Organisation and in regard to which the Organisation is already prosecuting an enquiry which the Assembly has requested it to undertake. Any difficulty in this connection will be removed by collaboration between the committee of experts and the competent authorities of the Labour Organisation. Moreover, there may no doubt be matters in regard to which the experience of the Labour Organisation would enable it to assist the committee in a consultative capacity, and the First Committee has no doubt that the Organisation will be glad to give such help. Secondly, the Committee considers that the Assembly should maintain the decisions which it has already taken with regard to the nationality of women. This implies that questions of nationality are in principle excluded from the contemplated survey. It is not, however, intended that the survey should not contain such general information regarding the nationality of women as may be necessary to complete the picture which it is intended to give.

12. On the other hand, questions regarding the status of women which are regulated by international conventions will, of course, fall within the scope of the survey.

13. The draft resolution empowers the committee of experts to invite the co-operation of the women's international organisations in such manner as it finds desirable. The resolution makes no reference to proposals which the organisations may desire to submit to the committee. It is understood that, in the normal course, the Secretariat would bring to the attention of the committee any proposals from the organisations which were relevant to the committee's task.

14. The committee of experts will have full and entire responsibility for the form and content of the publications which are circulated to the Assembly and published by the League as the result of the contemplated enquiry. It will therefore rest with the committee to decide whether and in what shape the results of particular enquiries, or communications which the committee may have received from organisations, are to be printed.

15. The proposal now submitted by the First Committee to the Assembly is the result of the general feeling of the Committee that the question of the status of women cannot usefully be further discussed by the League until after a study such as is now contemplated has been completed.

16. The First Committee submits to the Assembly the following draft resolution:

# DRAFT RESOLUTION.

"The Assembly,

- "(1) Having regard to the information concerning the question of the legal status of women, more particularly their political and civil status, which has been collected by the Secretary-General in accordance with the resolution of the Assembly adopted on September 27th, 1935;
- "(2) In view of the fact that, in general, the trend is for law to develop in the direction of equality between the sexes;
- "(3) Considering it to be desirable that a comprehensive study should be prepared and published giving full information on the legal status enjoyed by women in the various countries of the world as the result of the provisions of national law and the application of these provisions;
- "(4) Considering that, by its resolution of September 27th, 1935, the Assembly recognised 'that the question of conditions of employment, whether of men or women, is a matter which properly falls within the sphere of the International Labour Organisation', and expressed the hope that that Organisation 'will, in accordance with its normal procedure, undertake an examination of those aspects of the problem within its competence—namely, the question of equality under labour legislation—and that it will, in the first place, examine the question of legislation which effects discriminations, some of which may be detrimental to women's right to work';
- "(5) Considering that the International Labour Organisation is engaged in the study contemplated by the Assembly's resolution and that the comprehensive study now in view should not cover matters which have been recognised to fall within the scope of the International Labour Organisation;
- "(6) Considering, furthermore, that this comprehensive study should also not extend to questions of the nationality of women, in regard to which the Assembly maintains the decisions which it has already taken;
- "(7) Considering it desirable that the study of the other elements of the question should be entrusted to the competent scientific institutions, which should be given instructions enabling them to co-ordinate their work;
- "(8) Considering that, for private law, the League of Nations possesses in the International Institute for the Unification of Private Law an organ well qualified to carry out such a study of comparative law; and that for other aspects of the question it would be desirable to have recourse to other competent scientific institutes;
- "(9) Considering that a small committee of experts, comprising members of both sexes, should be set up for the purpose of determining the exact scope of the contemplated comprehensive study and of distributing the work among the various scientific institutes, and that this committee should, so far as necessary, maintain contact with the

institutes during the progress of the study and examine and settle the final form and content of the resulting documents, with a view to the preparation of a synthetic survey, which should accompany the documents when they are published by the League;

"(10) Considering that this committee should have power to consult women's international organisations and invite their co-operation in any form which it thinks advisable;

"(11) Asks the Council to appoint a committee of experts of both sexes for the purposes above mentioned and expresses the hope that the committee will receive the co-operation necessary for the successful execution of the present resolution."

[Adopted 30th September 1937.]

### (3) Work of the International Institute for the Unification of Private Law.

The International Institute for the Unification of Private Law, which has its headquarters at Rome, has considerably extended the scope of its activities during the past year. The matters dealt with are determined by the Governing Body of the Institute,<sup>1</sup> which held its latest annual session on April 4th, 1937. It rests primarily with organs of the League to convey proposals to the Institute for its studies with a view to the unification, harmonisation or co-ordination of certain matters of private law.

With this object, the Institute draws up reports on the comparative law of particular subjects, and appoints highly-qualified international committees which proceed to prepare preliminary draft uniform laws. When approved by the Governing Body, these preliminary drafts are forwarded to the Council of the League. The Council decides whether they shall be transmitted to the Governments for observations. On the basis of the observations and suggestions of Governments, the Committee of Experts, in accordance with the established League procedure, revises the text of the preliminary drafts, which are then again referred to the Governments.

In addition to this work, the Institute, when so requested by the organs of the League or other qualified international institutions, conducts studies in comparative law and issues advisory opinions on questions submitted to it.

So far, two preliminary draft uniform laws, one on sales and the other on innkeepers' liability, have, by the Council's decision, been submitted by the Secretary-General of the League, on January 14th, 1935, for examination by the Governments. Nearly all the Governments have replied favourably, and the Institute is now making a detailed study of the replies with a view to convening the Committee of Experts as soon as possible.

<sup>1</sup> The Governing Body of the Institute is composed of M. Mariano d'Amelio, *Chairman* (Italy); M. Léon Hennebergh (Belgium); M. Raoul Fernandez (Brazil); Sir Cecil Barrington Hurst (United Kingdom); M. Edouard Sauter (Romania); M. Alberto Asquini (Italy); M. Jean Kostecki (Netherlands); M. José Matias Manzanilla (Peru); M. Szymon Rundstein (Poland); M. Nicolae Titulesco (Roumania).

As a complement to the preliminary draft uniform law on sales, the Institute has set up a Committee of Experts to draw up a preliminary draft uniform law on contracts concluded between absent persons and a similar preliminary draft on contracts concluded by agents. These will complete a cycle of subjects of special importance to international trade.

The work of preparing a preliminary draft uniform law on arbitration in private law is drawing to its close. In this preparation, the Institute has taken into account the observations transmitted to it on two occasions by the International Chamber of Commerce.

Another Committee of Experts has drawn up a preliminary draft uniform law on the civil liability of motorists and a preliminary draft of uniform regulations for the compulsory insurance of motorists. These two drafts, though theoretically independent of each other, are mutually complementary. The committee of Experts which framed them included two members of the Advisory and Technical Committee for Communications and Transit, together with representatives of the principal international touring and motoring organisations. In view of the considerable importance of these drafts to the development of international communications, the matter has been referred by the Institute to the Communications and Transit Organisation, the latter being competent to deal with it. The Transit Committee decided at its last session to entrust the examination of the two drafts in their present form to a legal sub-committee which will also include several members of the Institute's Committee of Experts.

Collaboration between the Institute and the organs of the League is also seen in the investigations in progress in regard to the enforcement of maintenance obligations abroad, and in the matter of international loan contracts.

The first of these questions was taken in hand by the Institute immediately after its foundation. The Committee of Experts appointed by the Council of the League of Nations to enquire into the questions of assistance to indigent foreigners and the enforcement of maintenance obligations abroad decided, in 1936, to await the outcome of the Institute's work on this latter question before discussing it.

The Institute proceeded to appoint an international Committee of Experts, on which the League Secretariat is represented. This Committee held its first meeting at Brussels last August, and laid down a number of principles as a possible basis for an international convention. It will meet again early in 1938.

The Committee recalls that, in accordance with the Assembly resolution of September 28th, 1935, the Council of the League set up a Committee for the Study of International Loan Contracts. In its resolution, the Assembly had recommended that the Committee should secure the collaboration of the Institute. Accordingly, the Committee of Experts asked the Institute to enquire first of all into the possibility of drawing up uniform rules for international loans. The Institute convened a Committee of Experts, which, in the course of a preliminary exchange of views last July, drew up a programme of work with a view to drafting a code of uniform rules on the subject.

The League Committee for the Study of International Loan Contracts also requested the Institute to make a study of comparative law on the question whether and to what extent clauses in loan contracts can, as regards the manner in which bondholders are to be represented, prevail over incompatible provisions of national law.



The Institute's activity likewise covers the problem of intellectual rights, which it is studying in conjunction with the International Institute of Intellectual Co-operation. The questions involved include the preparation of a general convention on authors' rights, a question which was referred to the Institute for the Unification of Private Law, and the Institute of Intellectual Co-operation by a decision of the Sixteenth Assembly. The Committee of Experts convened by the two Institutes has produced three different drafts offering proposals for the universal protection of author's rights. On the strength of the suggestions of the Committee of Experts and of a proposal by the Brazilian Government, the Belgian Government is to convene, in connection with the Conference for the Revision of the Berne Convention, another diplomatic conference, whose task it will be to draw up a general convention on authors' rights.

Still on the subject of intellectual rights, the Committee draws attention to the desire expressed by the Second Congress of Comparative Law, that the International Institute for the Unification of Private Law and the Institute of Intellectual Co-operation should resume the studies and enquiries undertaken in 1929 with a view to establishing a standard publisher's contract for all forms of reproduction and circulation of intellectual works. The Committee trusts that the two Institutes will comply with this desire.

The Governing Body of the Institute has recently undergone a serious loss through the decease of one of its most distinguished members, Professor Henri Capitant, on September 20th, last.

Henri Capitant, who was Professor of Civil Law at the Faculty of Law of Paris and a member of the Institute of France, had not merely acquired universal reputation by the value of his teaching and scientific work, but also, since the end of the war, had been one of the most active and persistent inspirers of the necessary work of co-ordination and unification of private law.

As such he had from the foundation of the Institute for the Unification of Private Law united his efforts with those of the late M. Scialoja. It is only just to render homage to the memory of a great scholar who was also a good man and a servant of the idea of peaceful co-operation between nations.

This is the second time the First Committee has had an opportunity of examining the work of the International Institute for the Unification of Private Law. The Committee thinks it would be well if the Assembly were kept informed year by year of the Institute's activities; and therefore suggests that those activities should become an annual question on the Assembly's agenda.

The work of the Institute during the past year calls for no action on the part of the Assembly, but is deserving of its congratulations. Accordingly, the first Committee proposes to the Assembly the following resolution:

#### DRAFT RESOLUTION.

"The Assembly takes note of the First Committee's report on the work of the International Institute for the Unification of Private Law, and decides that the work of that Institute shall be placed on the Assembly's agenda every year."

[Adopted 2nd October 1937.]

## II.—SECOND COMMITTEE.

### Work of the Health Organisation.

#### I.

1. Anyone who follows closely the work of the Health Organisation cannot fail to be struck by the complexity of the problems connected with the progress of public health. In spite of the curative and preventive weapons which science has given to the world, infectious diseases continue to be epidemic. Malaria still takes a heavy toll of human life. Maternal mortality remains abnormally high, even in the most advanced countries of Western civilisation. Modern hygiene is slow to penetrate into rural regions.

It is a singularly delicate matter, in the practice of public health, first to choose and then to apply the measures best calculated to protect man against disease and to develop his natural resistance. Hence the Health Administrations are coming to rely more and more on collaboration with the Health Organisation.

The latter is better placed than any other agency to study major problems of public health, to analyse its factors, to seek the most recent data supplied by science, and to provide information on the action taken by public bodies.

To assist it in this task, the Health Organisation is able to obtain the most competent technical advice, and can do so in the best possible way by bringing together in committees scientists specially qualified by their work and their experience. Exchanges of views amongst these experts are particularly useful, and there are rarely any fundamental differences between them. The conclusions therefore carry unique authority, as the studies on which they are based were organised after agreement on the definite objects to be attained and on the procedure to be followed.

2. The Second Committee particularly wishes to emphasise the persevering efforts made for some years past to obtain logical conclusions—i.e., to vitalise the results and make them as fruitful as possible. The main purpose of the Health Organisation is to do work capable of being immediately utilised by public communities; and in order to obtain their assistance in the sphere of practical application, it endeavours to associate in its work all those who in any capacity are likely to be interested in this work and likely to be able to co-operate in it.

3. A very interesting step in this connection has been the constitution of national committees to assist the Health Organisation in its studies and to apply the results. We have an example of this in the work in connection with *housing*.

Everyone is aware that, since the war, the majority of countries have had to face a housing shortage which has sometimes been acute. Governments have been obliged to intervene to ensure that the less well-to-do sections of the population should have decent housing conditions, both in the town and in the country. The mistakes, the disappointments, and sometimes even the failures that have been associated with this new policy are common knowledge.

In accordance with its constant practice, the Health Organisation has undertaken the task of *defining the essential foundations of modern housing hygiene*. After a phase of preliminary studies, it has

drawn up a programme of work covering the multiple problems raised by the hygiene of building, housing and national equipment for this work (December 1935). This programme has been put into execution and the Housing Committee was able, in June 1937, to draw up a first report on the hygiene of environmental conditions (heating, cooling, ventilation, humidity) and noise abatement. This report examines the state of present knowledge and gives a table of the systems and methods now in use.

In order to carry out the studies provided for in the programme, seven countries<sup>1</sup> have set up, on the Health Organisation's proposal, national committees bringing together all individuals and institutions dealing in any capacity with the hygiene of housing—engineers, architects, town-planners and health experts. In the national sphere, these bodies ensure the necessary unity of views and co-ordination. Thus all organisations interested in the hygiene of housing are put on the alert. They thus perceive the multiple aspects of the problem, realise its complexity and collaborate practically in the study of possible solutions. They will later be well placed to ensure the dissemination and utilisation of the results achieved. In the international sphere, the necessary liaison is ensured by the fact that the Health Organisation's Commission consists of representatives of the national committees, thus providing for more than the mere personal assistance of experts. It is to be hoped that more and more countries will set up national committees, whether official or unofficial to co-operate in this work.

4. Another example is afforded by the studies of the Health Organisation with regard to *nutrition*.

The Commission of physiologists has undertaken the study of ten questions. Some relate to certain problems of nutritional science which are still obscure, others to the technique of enquiries into the dietary habits and state of nutrition of a population. A list of these questions has been communicated to the learned societies and national committees of eleven different countries,<sup>2</sup> which are at present conducting investigations into them. Two of these questions were discussed in December 1936 at meetings of experts who were representatives of the various national committees referred to. The Commission is to meet next November to examine the first results of these common efforts, made in several countries under a system of joint co-ordination, by eminent technicians in widely different branches of medicine—biologists, pediatricians, physiologists, clinicians, etc. This Commission will, it is hoped, be able to formulate conclusions on two of the questions under study, and will examine the various stages reached in other branches of the work. Moreover, it will also deal with the great problem of nutrition in the Far East along the lines of the report of the Java Conference (August 1937). Finally, it will examine the results of the studies undertaken by a group of hygienists and veterinary surgeons on the production, control and distribution of milk.

The Second Committee endorses the proposal made by the Australian representative that the Health Organisation should be asked to carry on actively its work in connection with the scientific bases of rational nutrition and to keep constantly in touch with scientific research, so as to draw practical conclusions therefrom.

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<sup>1</sup> United Kingdom, Czechoslovakia, France, Netherlands, Poland, Sweden and United States of America.

<sup>2</sup> Belgium, United Kingdom, Denmark, France, Italy, Netherlands, Norway, Spain, Sweden, Union of Soviet Socialist Republics, United States of America.

5. In the matter of *physical fitness*, the Health Organisation proposes to proceed in a similar fashion. Last May, it organised a consultation of highly qualified experts from a number of countries to discuss the orientation of work on this question. National administrations have already been requested to examine the conclusions of these experts and state their views. Moreover, two doctors specialising in questions of physical development are now visiting the principal physical education institutes of Europe to examine their methods and study the present movement which tends to make athletics an essential part of the general education of the future citizen. Moreover, the national administrations are to be invited to set up national committees grouping the various institutions which deal with physical education from the social, medical, pedagogical or other points of view. Lastly, a Commission of physiologists is to be appointed to formulate the scientific bases of rational physical training.

6. Similarly it is certain that the *International Conferences* summoned under the auspices of the Health Organisation have exercised a profound influence by arousing public opinion, by showing the urgency and complexity of the problems being dealt with and by enlisting the co-operation of all those who, in various capacities, will assist in the practical application of the recommendations. From this point of view, the *Inter-Governmental Conference of Far-Eastern Countries on Rural Hygiene*, which has just met at Java, was extremely successful.

Thirteen countries or colonies sent representatives—Burma, British North Borneo, Ceylon, China, Fiji and the South Pacific Islands, Hong-Kong, India, French Indo-China, Japan, Malaya, the Netherlands Indies, the Philippines and Siam. The delegations were so formed as to ensure that all branches of work bearing upon rural hygiene were represented: health administration, local government, medicine, agriculture, rural reconstruction, education, co-operation, etc. The agenda dealt with the organisation of medical and health services, rural reconstruction, sanitation and sanitary engineering, nutrition and measures for combating certain diseases (malaria, plague, tuberculosis, pneumonia, leprosy, etc.) in rural districts. The delegations included well-known specialists in the various questions, and the conclusions reached at the Conference therefore carry considerable weight. These show that an improvement in the health of rural populations in the Far East is scarcely possible unless, at the same time, a similar policy is pursued in the spheres of public economy, sociology, agriculture and education. Experience proves that in order to obtain the best results the programme of work must include the various branches of social welfare, which should be dealt with simultaneously by a competent staff.

The Conference therefore expects the Health Organisation to give national administrations the support necessary to facilitate their task. Governments have been asked to make a complete study, in certain selected areas, of all the factors influencing public health. In order to draw up a scheme for these enquiries, the Health Organisation would undertake the tasks of collecting documentation and of co-ordination, providing for the necessary contacts between the Governments. The Health Organisation is also asked to make available information regarding successful examples of rural reconstruction, to be collected by a special group of experts.

As regards nutrition, the Conference asked that its report should be passed to the Technical Commission of the Health Organisation, and that the latter should be asked to co-ordinate the enquiries to be carried out in technical institutions in the Far East. This proposal is:

in accordance with that made by the General Advisory Health Council in May 1937, when the Health Organisation was requested to extend its nutrition studies to colonial populations

The Conference furthermore laid stress on the value of the international courses in malariology at Signapore, and asked the Health Committee to organise similar courses for anti-malaria engineers.

Finally, it asked the Health Organisation to assist in the campaign against malaria, plague, tuberculosis and pneumonia by providing the health administrations with technical assistance, and outlined the form such assistance might take.

The representatives of Australia and the Netherlands expressed the hope that full effect be given to the Conference's recommendations, both by the Governments concerned and by the Health Organisation.

The Second Committee suggests to the Council to transmit the report of the Conference to the various Governments with the request to adopt the several recommendations which it contains. The Committee also considers that competent organs of the League of Nations should be invited to give effect to the proposals which concern them.

7. In the three-year plan adopted by the Health Committee last May, *rural hygiene* occupies a very important place. Primarily, in accordance with the proposal made last year by thirteen Latin-American delegations, a conference similar to that which took place in Europe in 1931 will be held next year in America. In view of the success of the work mentioned above, the Second Committee is glad to observe that so far the Argentine Republic, Bolivia, Brazil, Canada, Chile, Colombia, Cuba, the Dominican Republic, Ecuador, Guatemala, Mexico, Panama, Peru, the United States of America, Uruguay and Venezuela have expressed their intention of taking part in this Conference, which, thanks to the kindness of the Mexican Government, will be held in Mexico City in the first week of December 1938.

The delegates of Chile, Cuba, Ecuador, Mexico, Panama, Peru, Uruguay and Venezuela have laid stress on the importance which their Governments attach to this Conference. The representatives of Chile and Ecuador emphasised its great social significance, for public health is certainly less developed in rural than in urban areas, and an endeavour must be made to bring the peasant masses into the general social structure. For these reasons, the preparation of this Conference should receive the most careful attention of the Health Committee, to which the International Labour Organisation has promised its assistance.

Various proposals have been made regarding the agenda, particularly by Brazil, Colombia, Mexico and Uruguay, and by several delegates in the Second Committee. They will be examined by the Health Organisation, which the Council has authorised to confer on this subject with the Mexican Government, the Director of the Pan-American Sanitary Bureau, and the International Labour Organisation.

The Second Committee accordingly considers that a preparatory committee of the Health Organisation, on which the International Labour Office would be represented, should proceed to America as soon as possible, in order that the agenda may be circulated before the end of the year, and in order to expedite the technical preparation of the Conference.

The Mexican Government has already sent one of its experts to Geneva to get into touch with the Health Section and the International Labour Office and to collect material on rural hygiene. On its side, the Health Section has undertaken the preparation of a monograph on the "medical geography" of the American continent. Any general reports which the Governments may wish to submit to the Conference will be transmitted to the Preparatory Commission.

8. This year, in connection with the International Exhibition at Paris, the Health Committee organised a *European Exhibition of Rural Housing*, at which thirteen European countries presented their schemes for modern housing and rural environment. The importance of this exhibition was stressed by the French and Hungarian delegates, since it undoubtedly served to awaken public opinion and to emphasise the necessity for action in dealing with rural hygienic and social conditions.

9. Finally, the Health Committee, in conformity with the programme mapped out some years ago, contemplates the organisation of a second European Conference on Rural Hygiene to consider scientific and practical solutions for problems connected with the living and working conditions of rural populations. In view of the interdependence of the three aspects of the question (hygienic, social and economic), the advice of the Economic and Financial Organisation, the International Labour Office, the International Institute of Agriculture, and the International Institute of Intellectual Co-operation has been obtained (Council decision of January 25th, 1937).

In the opinion of the Second Committee, this Conference should take place and, in view of the suggested collaboration with the various technical organisations referred to above, might be called the *European Conference on Rural Life*, though its primary purpose will be the study and improvement of Rural Hygiene.

The Second Committee suggests that the most suitable time to convene the Conference would be in July 1939 and that the Council should be asked to determine the scope and the Agenda of the Conference and to arrange for the requisite preparatory work.

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## II.

10. The following further examples of the method of work of the Health Organisation may be given.

11. It will be remembered that, in 1936, the *Malaria Commission* undertook an enquiry into the therapeutic and prophylactic value of certain new anti-malarial remedies. Under its ægis, a group of eminent malariologists directed extensive experiments, during one year, in five European and Asiatic countries, in order to compare the efficacy of these remedies with that of quinine. To show the scope of these investigations they included observations upon 12,000 persons, and were conducted on closely co-ordinated lines to ensure that the results should be comparable.

These enquiries were necessary before the Commission could furnish health administrations with theoretical and practical information as to the control of malaria through the curative and preventive treatment of infected populations. The Commission has lately completed a report, to be published in November 1937, which, under the title of "The Therapeutics of Malaria", will deal with the question as a whole. This publication will form the Commission's fourth general report.

12. Last year, at the Assembly, attention was called to the value of the Health Organisation's enquiries into the question of *maternal welfare*. Maternal mortality and morbidity are still unduly high—a matter of grave concern to national administrations. After preliminary information had been collected, a group of experts was appointed to make a study in various European countries of the institutions and services whose duty it is to provide care for women in childbirth. This investigation has lately been completed and has thrown much fresh light on the problems involved in the organisation of maternal welfare. The report of the experts will outline the steps taken to reduce maternal mortality and morbidity in the countries visited.

13. The Assembly will have noted with satisfaction the reference in the report on the work of the League to the Health Organisation's unremitting efforts to expand and improve the *Epidemiological Intelligence Service*, so that health administrations may be able to make more and more use of the information it provides. Attention was paid principally to the studies which had been begun on the question of health indices.

In this connection, the representative of Australia requested the Health Organisation to endeavour to devise simple methods for estimating progress in public health. He pointed out in this respect the utility of seeking further improvements in the field of vital statistics.

The Second Committee considers that this suggestion should be referred to the Health Committee for examination.

14. Mention should also be made of the manner in which the Eastern Bureau at Singapore is now helping the various Far-Eastern countries to organise preventive measures against cholera. In this connection, the representative of China expressed his Government's appreciation of the Health Organisation's co-operation with the Chinese National Administration in its work towards the improvement of health conditions.

15. Reference should also be made to the success of the work of *biological standardisation*. This is based upon an agreement among the leading biologists and pharmacologists with regard to the choice and assay of certain substances intended to serve as international biological standards. These standards have so far been adopted by thirty-nine countries, thus allowing of international comparison as regards therapeutic results.

In this connection, the Assembly will be glad to learn that an agreement has been reached between the Belgian Government and the Council whereby the Health Organisation will lend its technical assistance to the *Permanent International Secretariat for the Unification of Pharmacopœias*, which was set up by an international Conference in 1925 and has its headquarters at Brussels. With the assistance of a Commission of Pharmacologists, the Health Organisation is undertaking the preparation of monographs on the principal heroic remedies and galenical preparations. These will be transmitted to the International Secretariat at Brussels as preliminary material for use in the work of standardising national pharmacopœias.

### III.

16. In conclusion, the Second Committee notes with satisfaction that the Health Organisation is steadily pursuing its valuable work to secure general improvement in health conditions. Its work in this

field should be brought into prominence, and the Health Committee deserves congratulation on its efforts to extend its practical scope.

17. The representative of Egypt considers the work of the Health Organisation to be the most fruitful activity of the League of Nations. His Government would like to offer its wholehearted co-operation with the Organisation, which he would like to see extending its activities to the Near East. The Second Committee regards this as a very appropriate suggestion and proposes that it should be referred to the Health Committee.

In this connection, the representative of Egypt emphasised the interest of enquiries into trachoma, typhus, pellagra, ankylostomiasis, leishmaniasis and the international comparability of mortality statistics. The Second Committee proposes to lay these suggestions before the Health Committee.

18. The representative of Finland emphasised the importance of tuberculosis from the health and social points of view. This question has been on the agenda of the Health Organisation since 1924. Statistical aspects were first considered; and, later, special attention was paid to vaccination against tuberculosis and to co-operation between Health Services and Social Insurance Organisations in the campaign against tuberculosis. These various studies led the Health Committee to publish in 1932 a comprehensive report on "General Principles Governing the Prevention of Tuberculosis" (*Bulletin of the Health Organisation*, December 1932).

As they progressed, these studies gradually covered all aspects of the question, tuberculosis being not merely a health problem but also an economic and social question. However, the Health Committee realised the necessity of paying more particular attention to the importance of the problem, especially in rural districts. This has therefore been put on the agenda of the European Conference on Rural Life (see para. 9) and a forthcoming meeting of directors of schools and institutes of hygiene (November 1937) has been asked to undertake a preliminary study of the question. The Second Committee therefore thinks fit to draw the attention of the Health Committee to the suggestion made by the Finnish delegate

19. The Yugoslav delegate informed the Committee of his Government's intention to continue in the future the co-operation of which it has already given many tangible proofs.

20. Also noteworthy is the Health Committee's care to bring to the notice of the Council or the Assembly questions which it considers are deserving of attention. Direction and supervision rest, of course, with the Governments, but, at the same time, it is desirable that the technical committees should suggest possible lines of future policy, subject always to the eventual approval of the supreme authorities of the League.

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#### IV.

The Second Committee submits the following resolutions to the Assembly:

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##### 1.

"The Assembly,

"Noting with satisfaction that the Health Organisation is steadily pursuing its activities for the safeguard of public health and



sanitary reconstruction, and laying stress on the social bearings of those activities:

"Approves of the work accomplished since September 1936."

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## 2.

"The Assembly:

"Notes the success achieved by the recent *Inter-Governmental Conference of Far-Eastern Countries on Rural Hygiene* (Java, 1937);

"Thanks the Netherlands Government for its part in the successful outcome of that Conference, and

"Requests the Council:

"(a) To forward the report to the Governments concerned, with the invitation to apply the recommendations contained therein, and

"(b) To request the competent organs to engage in the technical activities which the Conference proposed to entrust to the League."

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## 3.

"The Assembly:

"Notes with satisfaction that the *Conference on Rural Hygiene for American Countries*, to be held at Mexico City in December 1938, has met with the approval of the countries of the American continent;

"Thanks the Mexican Government for its invitation; and

"Approves of the creation of a preparatory commission of the Health Organisation, on which the International Labour Office will be represented. This Commission should shortly proceed to America to draw up, before the end of the year, in agreement with the Mexican Government and the Director of the Pan-American Sanitary Bureau, the agenda of the Conference, and to engage in the requisite technical preparation."

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## 4.

"The Assembly:

"Notes that, in accordance with the Council's decision of January 25th, 1937, relating to the proposed *European Conference on Rural Life*, the consultations between the various technical organisations suggested by it have been made;

"Proposes that the Conference should be called for July 1939; and

"Requests the Council to determine the scope and the agenda of the proposed Conference and to arrange for all the requisite preparatory work."

“The Assembly :

“Approves the conclusions contained in the report of the Second Committee;

“Refers the suggestions of a technical character contained therein to the Health Committee; and

“Draws the latter’s particular attention to the suggestions of the representative of Egypt regarding the extension of the Health Organisation’s activities to the Near East.”.

[Adopted 30th September 1937.]

## (2) Urban and Rural Housing.

1. The Secretary-General’s note on “The Housing Problem and Its Study on the International Plane” refers to the activities of the technical organisations of the League of Nations, especially those of the Health Organisation, the Economic and Financial Organisation, the Communications and Transit Organisation, and of the International Labour Organisation in the sphere of housing. The documentation collected in the course of these activities shows the importance of the problem from the economic, financial, health and social points of view.

2. During the last few decades, the housing problem has engaged to an increasing extent the attention of public opinion and of the authorities, owing to its effects on the fitness and health of the population, on social conditions and on the national economic life as a whole.

3. The considerable part played by building in the economic life of nations is shown by the amount of capital invested in house property. This economic rôle is also confirmed by the important position held by the building industry, allied industries and trades in the total production. A similar proportion exists between the labour employed in building and the total labour employed in industry. It is believed that, in a number of countries, the building and allied industries are among the factors which have the greatest influence on the economic situation and the labour market. Like other branches of industry, the building industry is liable to considerable seasonal fluctuations, and passes through periods of prosperity alternating with periods of stagnation.

4. Even before the war, the housing shortage was a serious problem in many countries. After a temporary improvement, which, in certain large towns, took the form of a diminution in overcrowding, the war, with its economic repercussions, and particularly the devaluation of currencies, materially aggravated the situation. In many countries, the State and local authorities found themselves obliged to intervene to an increasing extent in the activities of the building industry.

Official intervention in the matter of housing has been further stimulated in certain countries by the aggravation of the economic depression and of unemployment, which has obliged the public authorities to create opportunities for work, and hence to undertake or stimulate reconditioning on a larger or smaller scale, the construction of dwellings by means of extensive public works or special housing schemes.

5. The type and importance of the measures taken or contemplated in this connection vary in different countries according to economic and social conditions and their degree of industrialisation and urbanisation.

(a) In a large number of countries, the preparation of national and regional plans for urban and rural lay-outs and construction was preceded, not only by the usual statistical enquiries, but also by thorough and detailed investigations of present and future needs for housing accommodation. Such estimates of the number of dwellings required provided Governments and local authorities with a necessary basis for drawing up and carrying out their plans.

(b) With a view to the practical application of the various building projects, certain standards have been established which are used, in particular, in connection with the demolition, re-conditioning and construction of new dwellings, and urban and rural planning. The majority of these standards are technical, hygienic and social in character. They define man's needs as regards air, sun, light and water; they provide for the protection of individuals from climatic discomforts, especially damp, heat and cold. They determine the space which should be available for each inhabitant in and out of doors in the form of open spaces, gardens, parks and playgrounds. They also determine the methods of construction, heating, ventilation, lighting, water-supply, sewage-disposal—in fact, all factors which must be taken into account from a hygienic, psychological and social point of view.

(c) The means employed by the authorities for financing their plans vary widely in different countries. Single or repeated subsidies from the Government or local authorities, advances of capital at a low rate of interest, guarantees for loans, loans or mortgage, grants to given groups of the population to assist with their rent, introduction of a system of differential rents—such are some of the forms taken by Government intervention. A sound land policy has also a very marked influence on the activity of the building industry, and particularly on the price of land and the level of rents. In certain countries, official policy has been directed to promoting building rather by endeavouring to pursue a policy of cheap money than by direct assistance or subsidies.

(d) The problem of housing, urban and rural planning, and national planning in general, is closely connected with traffic and communications problems. This, considered in relation to questions of housing and town planning, has been thoroughly studied in certain towns, with special reference to the present volume of arterial traffic and future traffic development. Large public works have been carried out or planned to include bridges and thoroughfares, thus providing the essential basis for the creation or extension of built-up areas.

(e) The execution of plans for slum-clearance on a large scale and the transfer of populations to new areas, together with the introduction of the system of differential rents, raise serious social questions. Social organisations had to be created in this connection in the countries and towns concerned, primarily to select families which should benefit by reduced rents and to adapt to entirely new conditions of life the families thus transferred. A system of social inspection has also been in use for many countries which serves along special educational lines to improve the utilisation of dwellings, to raise the level of domestic habits, and to rationalise domestic management by applying results of scientific research. A series of interesting experiments have been made in certain towns by co-operative societies and other associations, in connection with the utilisation of tenants' leisure from the standpoint of their education and recreation.

6. Considerable efforts have therefore been made in many countries in the form of slum-clearance on a large scale, the creation of new areas, satellite towns and suburban settlements, large-scale road construction works and electrification plans and the provision of water-supply systems for extensive areas. It is, however, still generally admitted that no country has so far found a full solution of the problem of housing the poorer population groups.

7. In view of the importance of the problem, considered in its different aspects, a number of countries have realised the necessity of adopting a housing policy which will take into account the many factors involved. Other countries are attempting to define a housing policy and are desirous of profiting by the experience already gained elsewhere. The study of the various national experiences, already undertaken by the technical organisations of the League of Nations and the International Labour Organisation, is therefore likely to prove of great value.

8. The Secretary-General's note shows the scope of the work already undertaken by the various organisations of the League.

The International Labour Organisation, since its foundation, has been concerned with problems of urban and rural housing, particularly from the workers' point of view. This work will continue.

The programme of studies adopted by the Health Organisation and approved by the Council in January 1936, marked an important step forward, thanks to the recent meeting of the Housing Commission and the latter's Sub-Commissions. This Commission is attempting to define for various climates, customs and regions, standards for what may be described as healthy urban and rural housing and healthy urban and rural areas.

The activities of the Economic and Financial Organisation include the study of the building activity in relation to the cyclical movement of economic activity in general, and the periodical publication of building statistics.

The question of the construction of buildings, and by implication, that of dwellings, has been included in the enquiry into national public works undertaken by the Communications and Transit Organisation. Moreover, the researches into the part played by urban and rural housing in a public works policy, already begun by the Communications and Transit Organisation and the International Labour Organisation, will be given a fresh impetus by the forthcoming creation of an International Public Works Commission by the International Labour Organisation.

9. The following plan of study in the economic and financial field which might conveniently be undertaken by the competent organisations of the League, would enable the scope of the studies already undertaken to be enlarged, in accordance with the resolution adopted by the Assembly at its last session:

- (1) An international study of the methods employed in various countries for improving housing conditions, with special reference to the cost involved and results obtained, granted the objects in view;
- (2) A study of the relationship between the activity of the building industry and general economic activity;
- (3) Studies with a view to making recommendations concerning statistical methodology:
  - (a) Of methods for estimating the future housing needs;
  - (b) Of methods employed in collecting the statistics relating to actual housing accommodation;

- (c) Of methods employed in compiling building statistics;
- (d) Of methods employed in the statistics of building costs, prices, etc.

10. The results achieved as a result of the studies already carried out by the technical organisations of the League and the International Labour Organisation in the spheres of hygiene, economic statistics, social policy and public works, supplemented by those obtained from the financial and economic studies mentioned above, are likely to provide the most important elements in any housing policy. The various results thus achieved might be put into practical effect by Governments which so desire, in order to define or develop their activities in connection with housing.

[Noted 2nd Oct. 1937.]

### (3) Nutrition.

After two years' work, the Mixed Committee on the Problem of Nutrition has now submitted its findings in a report entitled "The Relation of Nutrition to Health, Agriculture and Economic Policy".

The very title of this report indicates the vast field it covers.

The Mixed Committee was set up by a resolution of the 1935 Assembly and its work was directed by Lord Astor. It was composed of well-known specialists whose collaboration bestows on their report a value and importance which will be generally recognised.

Last year, the Committee published a first interim report, in which it confined itself to setting forth the main aspects of the problem of nutrition in relation to public health. Its findings in this connection were based on the work of a technical Commission convened under the auspices of the Health Organisation of the League. This Commission's report on "The Physiological Bases of Nutrition" indicates the principles of correct nutrition at the present stage of our scientific knowledge, and determines the nature of the nutritional requirements of the individual at the different stages of development. This Commission's work marks an important epoch in the history of the science of nutrition.

The Mixed Committee also considered that concern for public health was the primary motive by which the modern State should be actuated in its attempts to frame and apply a *nutrition policy*. This premise governs and justifies various forms of intervention by the public authorities. The Committee's chief aim in its interim report was, therefore, to indicate the duties of Governments, investigations into the agricultural and economic aspects of the problem being left until later. The interest aroused by these initial findings showed that the Committee's work was being followed and approved by a very large body of opinion.

This was realised by the 1936 Assembly, which renewed the Committee's term of office to enable it to complete its task. The final report sets forth the results of these supplementary studies.

This document represents the first attempt that has ever been made to carry out a scientific and impartial study of the problem of human nutrition in its various aspects. Governments now have for their guidance a charter of progress which will help them to relieve the physical and mental suffering caused by malnutrition.

This document reproduces the chapter "Nutrition and Health" which constituted the main part of last year's interim report, but this has now been supplemented and brought up to date in the light of the most recent discoveries. The Committee's investigations have shown that adequate and properly balanced diet is very rare—not only among the poorer classes. While deficiencies are less frequent among the well-to-do classes they are not wholly absent from their diet. Consequently, there is plenty of room for improvement by means of instruction and education.

The bulk of the final report is devoted to the economic and agricultural aspects of the problem which were only touched on briefly in the interim report. Whether it is dealing with the capacity of agriculture to follow and adapt itself to changes in food habits, or with the factors determining modifications in the price of foodstuffs and their effect on consumption, the Mixed Committee in the whole of this part of its report submits a number of constructive considerations. Based as they are on a large number of statistical studies and investigations carried out in various countries they constitute a valuable guide to States in framing their nutrition policy.

It is in this spirit that the Mixed Committee has formulated its conclusions. It has made no attempt to prescribe a universal policy but has endeavoured to collect the facts and to set forth the results of practical experiments which have already been made; the suggestions it puts forward have been made with a view to their adaptation to the conditions obtaining in each country.

Comparing present conditions with those formerly prevailing, the Committee found that food habits have improved. The action of public authorities has helped to bring about the improvement of health standards, and vast opportunities will be open to them for future action. At the present time, large sections of mankind are still badly fed or definitely under-nourished. The peasants themselves are suffering from this situation, which is causing anxiety in certain parts of Europe and elsewhere where the crops lack variety.

Ignorance is not the only or even the main cause of this state of affairs. The Mixed Committee found that poverty was the commonest cause and affected large families in particular. In a valuable report issued in May 1936 on "Workers' Nutrition and Social Policy", the International Labour Office stated that "large numbers of the working population, not only in impoverished or depressed areas, but even in most advanced industrial countries are inadequately nourished. Such malnourishment and under-nourishment are not the result merely of temporary dislocations due to industrial depression, though a depression usually has an aggravating influence. It is a condition found among many employed workers in times of normal business activity".

Such findings impose an imperative duty upon statesmanship.

The Mixed Committee has made suggestions which should lead to an improvement in the situation.

In the first place, it suggests an increased efficiency in the production of foodstuffs, which should be varied to meet the needs of correct nutrition. In certain countries, farmers should be assisted by efficient systems of agricultural credit and by the co-operative societies. It is not proposed that the structure of production should be suddenly changed, but that the adaptation should be gradual as habits, demands and conditions change and so as to avoid sacrifices by the producer such as those which he has experienced in the past.

The general economic policy of States also plays an important part. It cannot disregard the vital importance to the population of obtaining protective foods at a reasonable price. Everything which tends to maintain foodstuffs at prices both within reach of the consumer's purse and affords a reasonable return to producers, must be taken into consideration. Attention must also be paid to the improvement of markets and of distribution.

Lastly, in the social sphere, the means of action are equally numerous and efficacious. The adaptation of the resources of the masses to their requirements is a matter to be dealt with by the laws on minimum wages. Family allowances, unemployment relief, the feeding of school-children and other similar measures, sometimes due to private initiative, all contribute to the same purpose.

The Committee further recommends the development of these initiatives. Some Governments may prefer in certain cases to subsidise consumption rather than production. Milk, which is the complete food *par excellence*, and essential to children and pregnant and nursing mothers, is, in many countries, supplied on terms which stimulate consumption.

This diversity of State activities requires co-ordination, and it is because of this necessity that the Committee recommended the constitution of National Nutrition Committees in which scientists, economists, agriculturists and consumers might collaborate.

Last year's Assembly endorsed this recommendation. It regarded these Committees as the essential organ which would adapt to national conditions the recommendations of the Mixed Committee. This Assembly recommendation has already been acted on by a large number of countries, with profitable results.

The Assembly considered that a meeting of the representatives of these National Committees would provide an opportunity for useful exchanges of views, and the interchange of experiences and consultations which took place at Geneva last February was most helpful.

Two particular problems were discussed—namely, the statistical and other methods which should be employed to determine the state of nutrition of a population, and the means of education to be adopted to spread a knowledge of the principles of better nutrition. These two problems are equally important. The first, however, has a special character, since on it depends all the action which the authorities in a given country propose to undertake. The foundations were laid at this meeting for the study of solutions in the international sphere. Further meetings of this kind are likely to give a fresh impulse to the movement which the League of Nations desires to encourage, and now that the Mixed Committee has completed its task they will constitute the logical extension of its activities. During the course of the discussions of the Second Committee, the Austrian and Polish delegations suggested certain subjects which might be dealt with by National Committees.

The report is a document which deserves attentive study. It will stimulate thought, it will help to increase the sum of human well-being and it will thus perform the peaceful task which has been assigned to it. For this, our thanks are due to the members of the Mixed Committee and to its distinguished Chairman. Indeed, the whole work of the Committee demonstrates the unique position of the League of Nations as an organisation for promoting and pursuing investigations into problems of general welfare. In this sphere, however, the League of Nations should carry on its work in co-operation with other international organisations, such as the International Labour Office and the International Institute of Agriculture.

The Mixed Committee has been obliged to leave outside the scope of its enquiry the nutrition problem of the innumerable populations of Asia and of tropical countries in general. One of the countries in this part of the globe said, in reply to a questionnaire by the Secretariat, that the peoples inhabiting it mostly lived in a permanent state of under-nourishment. The Mixed Committee has found that it was unable to obtain the data and information which would have allowed it here, too, to contribute its advice and suggestions. But it made a point, in its report, of drawing the attention of the Governments concerned to the immense task which lies before them among these populations, which are among the densest in the world. Moreover, the Health Organisation of the League of Nations, at a Conference on Rural Hygiene recently held at Bandoeng, gave this question a prominent place on its agenda.

Finally, the Second Committee expresses its unqualified agreement with the statement of the Mixed Committee that the malnutrition which exists in all countries is at once a challenge and an opportunity: a challenge to men's consciences and an opportunity to eradicate a social evil by methods designed to increase economic prosperity.

#### RESOLUTIONS.

"The Assembly :

- "(1) Expresses its cordial thanks to the Chairman and members of the Mixed Committee for the comprehensive and authoritative report on nutrition that they have drawn up;
- "(2) Draws the attention of all Governments to this report and especially to the summary of conclusions contained in the third chapter of Part I, and especially to the close relationship between nutrition and national income;
- "(3) Trusts that steps will be taken by all Governments to afford it the greatest possible publicity and, should such a course prove appropriate, to translate it into languages other than those in which it was published;
- "(4) Hopes that Governments that have not already set up National Committees will give consideration to so doing;
- "(5) With a view to maintaining interest in this important problem and to stimulating still further action for the improvement of nutritional standards throughout the world amongst all classes of the population both urban and rural:
  - "(a) Invites the Council to arrange for annual meetings of representatives of National Nutrition Committees;
  - "(b) Requests Governments to furnish to the League of Nations annual reports on the action taken by them to study the state of national nutrition and to improve nutritional standards;
  - "(c) Resolves that the Secretariat of the League of Nations shall publish an annual summary in brief and convenient form of these statements and of the proceedings of the meetings of the representatives of the National Committees;
  - "(d) Recommends that the studies of the Health Organisation on nutrition should be continued and that, in particular, the work of its technical Commission will be pursued so as to allow practical conclusions to be drawn from the progress of scientific research."

[Adopted 2nd Oct. 1937.]



## (4) Economic and Financial Questions.

## I.

At its 1936 session, the Assembly adopted a resolution proposed by the Second Committee which, while noting the Joint Declaration which had just been made by the Governments of France, the United States of America and the United Kingdom, recommended all States to organise without delay determined and continuous action to re-establish a durable equilibrium between the economies of the various countries, to lay more solid foundations for the stability of economic relations, and to foster world trade, this action being designed to promote the growth of prosperity in the world, and the improvement of the standard of living of its peoples.

The Second Committee has carefully enquired into the progress made in this direction since that time, with a view to determining whether an attempt could now be made to prepare practical solutions on the above lines. Several proposals have been put forward in this connection during the discussion.

The Committee's work was greatly assisted by several very interesting studies—a note by the Secretary-General, annexed to the Report on the Work of the League in 1936/37, a report from the Economic Committee on the Present Phase of International Economic Relations, the report of the Committee on Raw Materials, a report from the International Labour Office on Migration and the report of the Mixed Committee on Nutrition.

The Second Committee has found that, on the whole, there has been considerable progress during the past year in the world economic situation, although international trade has hitherto not shown so marked a development as production. The present time would therefore seem more favourable for further efforts to bring about an increase in international exchanges.

Nor do the present political difficulties, serious as these undoubtedly are, appear to be an adequate reason for postponing the necessary action. There is, indeed, justification for the hope that an improvement in economic relations would have a beneficial influence on political relations.

From the technical standpoint, moreover, the Economic and Financial Committees have done valuable preparatory work.

Any action of this kind should, of course, take account of the conclusions of the enquiry which the United Kingdom and French Governments have entrusted to M. van Zeeland.

In these circumstances, the Committee is of the opinion that steps might be taken to expedite the study of measures, in the spirit of the Tripartite Declaration, intended to promote international exchanges. It would be particularly desirable to seek to devise means of facilitating the efforts of countries that are anxious to free their currencies from exchange control. This study should be as practical as possible, the special position of each country being borne in mind, together with the internal measures which would be appropriate in this connection.

The Economic Committee and the Financial Committee might well be entrusted with the work, on the understanding that they will be quite free to collaborate in the joint study of the questions in which both are interested. Lastly, with a view to ensure that the work is carried out on practical lines, the Governments concerned would be consulted, should the need arise, and requested to lend their assistance.

## 11.

In addition to these general questions, the Second Committee has examined certain other problems which seemed to it to merit further study.

As regards the report of the Committee on the Problem of Raw Materials, it is obvious that the problem as a whole, and in particular the monetary and economic questions dealt with in the second part of the report, fall within the scope of the general study to which reference is made above. The questions surveyed in the first part of that report—the examination of complaints and difficulties experienced with regard to the supply of raw materials, export duties, the development of natural resources, international regulation schemes relating to the supply of raw materials, and monopolies—should, it is thought, be referred to the Economic Committee, in order to seek practical solutions for these problems.

The nutrition enquiry, the results of which have also come before the Second Committee, have thrown new light on economic problems in general, setting in clearer relief the contrast between the progressive increase in the world's power of production on the one hand, and, on the other, the existence of severe poverty with its inevitable ill-effects on health, happiness and life of large sections of the population.

It would also seem desirable to request the Economic and Financial Organisation, in co-operation, where appropriate, with the International Labour Office, to study the following questions:

- (1) National and international methods to be employed for raising the standard of living;
- (2) Measures to avert economic depression or lessen their severity;
- (3) Improvements in agricultural credit systems;
- (4) Tendencies likely to affect monetary systems;
- (5) The growth of the indebtedness of States, local authorities and public undertakings;
- (6) The suppression of fiscal evasion.

In connection with this last point, the Assembly urged on a previous occasion that the work of the Fiscal Committee should be actively continued. It is proposed that the Fiscal Committee should take into consideration the replies received from various Governments and make a report thereon to the Council.

As in 1936, the attention of the Second Committee was drawn to the importance of demographic problems, especially for certain countries, and in particular the question of emigration and immigration problems, including the question of repatriation. The Committee has been informed by a document furnished by the International Labour Office as to the present position of the work hitherto undertaken. The participation of the Economic and Financial Organisation could no doubt be useful, and it is to be hoped that the enquiries may be speeded up so that a report of the International Labour Office may appear in time for consideration at the next ordinary session of the Assembly.

It must not be forgotten, however, that the demographic factor, like the problem of raw materials, must be taken into consideration in the general investigations which we have suggested.

The Second Committee has noted with satisfaction that the Subcommittee of Experts appointed to elaborate a consolidated draft Customs Nomenclature has completed its work. A volume containing the draft has just been published and will shortly be followed by another volume containing explanatory notes. The Second Committee is most anxious that the Customs Nomenclature suggested by the experts should have the widest possible application, having regard to the many advantages that would result.

Lastly, a proposal was submitted to the Second Committee with a view to an enquiry into the possibility of modifying the Economic and Financial Organisation of the League. The Committee supports this suggestion and proposes that a committee should be set up to prepare proposals.

### III.

Bearing the foregoing considerations in mind, the Second Committee has the honour to submit the following resolutions to the Assembly for its approval.

These resolutions are designed: (1) further to elaborate the various proposals contained in the reports of the Economic Committee and the Committee on Raw Materials with a view to their practical application; (2) to initiate the study of problems the solution of which would, in the opinion of the Second Committee, conduce to the promotion and maintenance of economic prosperity; (3) to allow of an extension of the field for effective international collaboration in economic and financial affairs.

The resolutions have accordingly been divided into three groups corresponding roughly to these three major objects, preceded by a general resolution concerning the relationship between economic and political questions.

#### RESOLUTIONS.

"The Assembly,

"Believing that all States ought to regard the settlement of the present economic difficulties as the essential objective of their policy and that in the economic as in the political sphere the whole world ought to make a decisive choice in favour of peace;

"Recognising that the political atmosphere of the present time is unfavourable, that international mistrust is widespread, that war is threatening and that actual hostilities have broken out in certain parts of the world;

"Being of opinion that in these circumstances the closest co-operation is essential both in the economic and political field for States which are anxious to maintain peace;

"Considering that such co-operation must be based on the renunciation of recourse to violence and war as instruments of policy and on the strict observation of international obligations;

"Invites all States to follow the guidance of these essential principles of international co-operation, failing which real progress in the economic and financial sphere will prove impossible".

## "I.

"The Assembly,

"Reaffirming the general desire of Member States of the League of Nations to pursue the realisation of the objects defined in the Joint Declaration of the Governments of France, the United States of America and the United Kingdom, dated September 26th, 1936, and convinced that the achievement of these objects is an essential condition for any effective and lasting improvement of general well-being:

- "(1) Takes note of the report of the Economic Committee on the work of its forty-sixth session and approves its suggestion that the existing systems of quotas and exchange control should be relaxed, with a view to their abolition at the earliest possible moment;
- "(2) Endorses generally the conclusions contained in the report of the Committee for the Study of the Problem of Raw Materials;
- "(3) Requests the Economic and Financial Committees to pursue, each in its own sphere, and in consultation with the parties concerned, the study of the methods that could suitably be applied in order to carry into effect the principles referred to in paragraphs (1) and (2) above; and particularly to recommend, with due regard to the special economic needs of each country, practical measures designed to increase international exchanges and, in particular, to facilitate the removal of exchange controls;
- "(4) Makes an earnest appeal to all countries concerned to lend every possible support to the efforts of these Committees in order to arrive at practical results;
- "(5) In order to render the efforts of the League, in all these various directions, as effective as possible:
  - "(a) Draws the Council's attention to the special importance of the work entrusted by the above resolution to the Economic and Financial Organisation;
  - "(b) Requests it to co-ordinate this work by appropriate means and, if it deems fit, to entrust this task to a qualified person, it being understood that the Council may, if necessary, associate with the Economic and Financial Organisation experts chosen from among the States Members or non-members of the League of Nations."

## "II.

"The Assembly,

"Recognising that technical progress in industry, agriculture and transport has made possible further advances in human welfare and recognising also that such advances depend upon economic co-operation between the nations:

- "(1) Invites the Economic and Financial Organisation of the League, in collaboration, when appropriate, with the International Labour Office, to take whatever steps it may deem appropriate for the examination of the following problems:

- “(a) Measures of a national or international character for raising the standard of living, the first stage of this enquiry being limited to a preliminary investigation, if necessary with the help of experts, in order that the next Assembly may be enabled to devote further attention to this question;
  - “(b) Measures which might be employed with a view to the prevention or mitigation of economic depressions;
  - “(c) The study of systems of agricultural credit and insurance with a view to the elaboration of principles, calculated to strengthen internal and external credit, and suitable for adoption by countries contemplating a modification of their existing legislation on these subjects;
  - “(d) Existing economic and financial tendencies of which account should be taken by States in determining monetary systems;
  - “(e) The growth of the indebtedness of States, local authorities and public undertakings;
  - “(f) Methods to be followed in order that a Convention—at least between a certain number of States—may be concluded at the earliest moment for the suppression of fiscal evasion, on the basis elaborated by the Fiscal Committee and submitted by the Council to the various States;
- “(2) Requests the Council to take the necessary steps to draw up a scheme of work for the study of demographic problems by the Economic and Financial Organisation of the League, in close collaboration with the International Labour Office;
- “(3) Decides to place upon the agenda of its next ordinary session the question of international migration, including the question of repatriation, in order to allow the competent organs of the League on the basis of a report by the International Labour Office to follow up the work of that Organisation in this field and to make any necessary contribution to the results achieved;
- “(4) Requests the Economic and Financial Organisation to consider ways and means for arranging for a permanent exhibition of graphs relating to current economic and financial conditions;
- “(5) Requests the Council of the League to draw the attention of all Governments to the draft Customs Nomenclature elaborated under the care of the Economic and Financial Organisation of the League, recommending them to make the fullest possible use of it in any revision of their Customs tariffs.

### “III.

“The Assembly,

“Invites the Council to set up a Committee appointed to consider the structure and functions of the Economic and Financial Organisation of the League, more particularly with a view to extending the basis of international co-operation in the economic and financial spheres.”

[Adopted 4th October, 1937.]

## (5) Work of the Communications and Transit Organisation during the year 1936-37.

The reports on the work of the League of Nations in 1936-37, which are presented to the Assembly, describe the activities of the Communications and Transit Organisation since the 1936 Assembly. The first of these reports gives information regarding the work accomplished before the end of June 1937; the second deals particularly with the questions discussed in the course of the twentieth session of the Advisory and Technical Committee for Communications and Transit, which was concluded shortly before the beginning of the present Assembly. As members of delegations have been given the relevant documents, it is unnecessary to go over in detail the questions dealt with there.

The Assembly will further note that, as in the previous year, the activities of the Communications and Transit Organisation have been carried on in two distinct fields: constitutional questions on the one hand, and on the other extremely varied legal and technical questions coming within the general scope of the Organisation's activity.

### I.

As regards constitutional questions, the Assembly is aware that in its work of reforming and co-ordinating the constitution and the procedure and practice of the Committees of the League of Nations, and upon a proposal by the Council, it delegated to the Council on October 10th, 1936, the duty of approving the new Statute of the Communications and Transit Organisation which the Special Committee of Experts of this Organisation was asked to prepare, taking into account the observations it had made previously as well as the recommendations contained in the Assembly's resolution of September 26th, 1935.

On this basis, the Special Committee of Experts, in the course of two sessions, framed a draft for a new Statute, and an explanatory report, which are now being submitted to the Council. The Assembly will doubtless not desire to examine the work accomplished in greater detail at the present session; that is the business of the Council, which has included this question in the agenda of its present session. But the Assembly will certainly be glad to learn that the Special Committee drew up the texts in question only after minute study and full discussion. The Special Committee took great care to secure the principal advantages aimed at by the report of August 5th, 1935—the abolition of the general conferences, whose place would be taken by the Assembly, and the Appointment by the Council of the members of the essential body of the Organisation, in agreement with the States of which those members would be nationals. In its work, the Special Committee was guided by the principles underlying the General Regulations on Committees adopted by the Council of the League on January 24th, 1936, preserving at the same time what has been proved by long experience to be appropriate and useful in the present Organisation.

Thus the Organisation, which since the Barcelona Conference of 1921 and in accordance with the resolutions of the first Assembly has possessed a special statute which has served it well, would—under the supervision of the Council and the Assembly, and observing the regulations for the financial administration of the League of Nations—continue to function according to the principles laid down by M. G. Hanotaux in his report to the Assembly in 1920, of which the Council was reminded on May 27th, 1937, by the French representative as Rapporteur for the constitution, procedure and practice of the Committees of the League of Nations.

Before concluding this brief statement, it may be well to mention that a somewhat delicate question, that of the co-operation of non-member States with the different organs of the League, has been settled in the present Statute of the Organisation on a more liberal basis than has as yet been accepted by the League. States not members of the League may even now be admitted to membership of the Communications and Transit Organisation and participation in its work. The new draft Statute has maintained this principle, special care being taken to ensure perfect equality between all the members of the Organisation, whether Members of the League or not.

The Assembly will be glad to know that the work of reforming the Communications and Transit Organisation has made great progress and shows that an important stage has already been reached in the history of that Organisation. The Assembly is justified in expressing its conviction that the new Statute will permit the Organisation efficiently to pursue, under the most favourable conditions, the duties entrusted to it by the Covenant, by the resolutions of the Assembly and by Treaties and Conventions.

## II.

As regards questions coming within the second group, the Assembly, in examining the various reports submitted to it, has had the opportunity of appreciating the efficiency with which the Communications and Transit Organisation has carried on its work, in accordance with the methods approved on so many occasions by the Assembly.

### A.

As regards legal matters, mention should be made of the action taken by the Communications and Transit Organisation regarding a question connected with the reorganisation of railways situated in the territory of the former Austro-Hungarian monarchy. The Council requested the opinion of the Permanent Legal Committee of the Organisation upon an interlocutory question relating to the application of Article 320 of the Treaty of St. Germain-en-Laye. That Committee, enlarged, in accordance with the statutory provisions regarding the settlement of disputes, by the addition of temporary members, nationals of the States territorially concerned, submitted in the first instance an interim report to the Council, and then, in the course of the Council session of May 1937, its final opinion.

### B.

We will now pass on to technical questions, several aspects of which are to some extent connected with economic problems.

1. The Assembly is aware that, since 1935, the Communications and Transit Organisation has been studying the question of the co-ordination of transport, and that it is at present examining the aspect of this question which is of most immediate interest—that of the relations between railways, road transport and inland navigation. The Secretariat was requested by the Committee to collect relevant information and with the assistance of experts defined and classified various aspects of the problem and addressed a detailed questionnaire to Governments.

Because of the complexity of the question and the great variety of information asked for, a considerable period inevitably elapsed before the Governments could reply. The majority of the replies, therefore, reached the Secretariat only recently, and some countries have not yet replied.

The information thus collected will be systematically arranged by the Secretariat under the supervision of a committee of experts which will be set up in due course. It will be analysed, and a report will be issued containing the observations made and the conclusions, if any.

This is a problem the importance of which cannot be exaggerated; it does not only affect the various transport undertakings and their users but also, and in a very direct way, the whole national economy of the different countries. Indeed, the rapid development of means of transport has very grave repercussions on the interests of the State, those affecting public finance being among the most serious. The situation has been aggravated during the last few years as a result of the quite legitimate efforts of railway companies to regain lost ground.

The Assembly will no doubt appreciate the steps taken by the Communications and Transit Organisation, which has always endeavoured to secure the assistance of men of known ability in order to make active progress with the examination of this crucial problem of transport. The result of this enquiry will certainly be interesting.

The Second Committee wishes, moreover, to point out that, in view of the special economic and financial aspects of the problem, it considers it desirable that the committee of experts to be set up should obtain the assistance of specialists on those subjects and get into touch with the Economic and Financial Committees for that purpose.

2. Another problem, as wide as it is complex, that of public works, has engaged the attention of recent Assemblies, particularly in relation to the question of the resumption of economic activity and to that of the campaign against unemployment.

The Communications and Transit Organisation entrusted the study of the problem of public works, in the first instance according to the international aspect, and subsequently according to the national aspect to particularly able experts, and their reports—based on valuable information collected and classified by the Secretariat—have been communicated by the Council to the Governments of the different countries, where they have aroused keen interest.

In proceeding with the study of this problem, the appropriate organs of the Communications and Transit Organisation kept in close contact with the International Labour Office, and the Assembly expressed the hope that the co-ordination of the efforts of these two organisations would, in the future, as had been the case in the past, lead to the achievement of satisfactory results in the examination of the various aspects of the question.

The Second Committee was glad to note that, in accordance with this recommendation and taking into account the conclusions reached by the International Labour Conference in June 1937 regarding the problem of public works, an agreement was arrived at between the Secretary-General and the Director of the International Labour Office regarding the future co-operation of the two organisations in the matter of public works.

Moreover, it was emphasised during the discussion that the question of public works, owing to its economic aspect, forms part of the wider problem of general economic cycles.



3. The Second Committee's attention has been drawn to the following passage in the report of the Committee for the Study of the Problem of Raw Materials:

"Lastly, the Committee considered the question of communications and transit. It was informed that the Conventions of 1921 and 1923 in this connection had not yet been ratified by certain countries, sometimes for special reasons. It draws attention to the fact that freedom of communications and transit is indispensable, not only to ensure free access to raw materials, but also generally for greater freedom of trade."

The Second Committee recognises the justice of this remark, which the Assembly will no doubt transmit to the Communications and Transit Organisation.

### C.

We will now consider questions regarding essentially technical problems.

The Assembly has before it an account of a certain number of enquiries undertaken since its last session, some of which have only begun, others have progressed or have even been completed. Many of these will render important services to the economic life of the various countries: maritime tonnage measurement, pollution of the sea by oil, maritime buoyage, road signalling, civil liability of motorists and compulsory insurance, the unification of statistics relating to road traffic accidents.

All these questions, and many others whose present importance is obvious, have been examined by the Communications and Transit Organisation, keeping in close contact, not only with Governments, but with the appropriate technical organisations under the authority of the League of Nations or not—the International Hydrographic Conference, International Technical Conference on Aerial Relief, Permanent Technical Hydraulic System Commission of the Danube, International Commission for Air Navigation, Rome International Institute for the Unification of Private Law, International Chamber of Commerce, International Railway Congress Association, International Association of Road Congresses, etc.

Indeed, one of the most important activities of the Communications and Transit Organisation is that of establishing relations with these organisations, which are frequently official and particularly numerous in the sphere of communications, in order to avoid lacunae or overlapping. These relations are ensured by the participation of these bodies in the work of the Organisation, and, conversely, by the Organisation's participation in their work as a member or in any other capacity, in such a way as best to serve the interests for which the organisation is responsible. Such direct contact has had very satisfactory results both in the past and during the present year.

1. Among questions regarding maritime navigation, the following should be mentioned:

(a) The Agreement regarding a Uniform System of Maritime Buoyage, drawn up by the Organisation to continue the work of the Conference for the Unification of Buoyage and Lighting of Coasts, held at Lisbon in 1930, was opened by the Council on May 13th, 1936, for signature within a year by the States whose Governments had:

been invited to that Conference. By May 12th, 1937, fourteen maritime countries had signed, and there is reason to hope that after this undoubted success other countries will before long accede to the Agreement.

(b) Regarding the pollution of the sea by oil, the Assembly is aware that the Council decided in October 1936 to call a Conference the agenda of which should include the conclusion of a convention and a final act with respect to this question. Moved by the same considerations which in 1936 led the Assembly to appeal to the Governments of important maritime countries to assist in the settlement of the problem, the Council refrained from fixing a date for the meeting of the suggested Conference. To judge from a new appeal addressed to Governments, this time by the Advisory and Technical Committee, it would appear that there are still certain difficulties in the way of carrying out the drafts drawn up with such care under the auspices of the Communications and Transit Organisation.

2. We will now turn to the various problems connected with road traffic.

(a) The question of the unification of statistics relating to road traffic accidents has been discussed for a number of years by interested circles and has led to many recommendations by international organisations and conferences competent in matters, not only of first aid on roads, but also of tourist-traffic problems and road traffic in general.

The Communications and Transit Organisation considered it its duty to take up the problem, and instructed the Secretariat to obtain information from Governments on existing statistics and to examine the bases on which they are compiled. The information collected showed that these statistics are far from being comparable, and are published at intervals which vary according to the country, thus rendering comparison even more difficult. For these various reasons, a Committee of Experts set up by the Advisory and Technical Committee has studied the problem very closely. In a report approved successively by the competent bodies of the Organisation, it formulated a number of conclusions and drew up model statistical tables. The Council has now decided, at the Advisory and Technical Committee's request, that the report shall be transmitted to Governments with the request that they should, as far as possible, draw up their statistics in accordance with the recommendations and tables annexed to the report, and should inform the Secretary-General before the end of 1940 of the experience gained, and of any observations they may see fit to make.

(b) As regards road signals, the unification of the direction of road traffic, commercial motor transport, etc., the Organisation's work--and that of its Permanent Committee on Road Traffic in particular--has been systematically pursued. Among other matters, this Committee has studied light signals and similar questions, the safety of pedestrians and the simplification of travelling documents (driving-licences and registration cards).

(c) In 1936, the Assembly was gratified to note that close co-operation had been established between the Rome International Institute for the Unification of Private Law and the Communications and Transit Organisation with reference to the question of the civil liability of motorists. The investigations undertaken by the Institute, with the assistance of representatives of the Organisation, have led to the framing of two preliminary drafts: one relating to a uniform law on the civil liability of motorists, and the other to uniform provisions concerning the compulsory insurance of motorists. The Institute has

now referred these texts to the Advisory and Technical Committee, which, after a preliminary examination, congratulated the Institute on its remarkable work, and decided that these texts should be studied by a special committee. The Institute will be invited to be represented on the committee, which may also obtain the co-operation of the international organisations concerned.

(d) The Second Committee noted the Hungarian delegate's statements drawing its attention to the inaugural meeting of the international Committee for the examination of questions connected with the London-Istanbul road, which is to be held at Budapest on October 27th-28th. Hungary, through which main lines of communication pass has always evinced great interest in questions of communications and transit. She is therefore devoting special attention to the problem of the proposed highway for important international traffic. The Hungarian Government will be glad of any assistance other Governments may give towards carrying out this project.

3. Governments, road and railway administrations, and also road and railway users, are all agreed that special administrative and financial efforts should be made to do away with level-crossings wherever possible, in so far as such crossings are left—and particularly on motor roads—a suitable signalling system is essential. As the outcome of the Organisation's enquiries, a programme of measures for the establishment of an efficient international signalling system has been drawn up. In response to the Secretary-General's enquiries, a number of countries—most of them in Europe, and including some of great importance from the point of view of transport have stated that they consider the programme drawn up by the Organisation to be a useful basis for discussion, and that they would be prepared to take part in a conference to be convened by the Council with a view to the conclusion of a convention on the subject. In the light of these replies and of any further replies which may be received by the Secretariat, the competent bodies of the Organisation will draw up a draft convention.

The Second Committee noted with interest the stage which these studies had reached. In view of the importance of the problem to the security of road and rail and the safety of human life, it expresses the hope that it will be possible to conclude an international convention at a Conference to be summoned by the Council in the near future.

4. In January 1937, the Council referred to the Advisory and Technical Committee a draft convention on the Reform of the Calendar submitted to the Council by its Chilean member, together with a resolution by the International Labour Conference on the same subject. The Advisory and Technical Committee has examined the question in the light of the observations submitted to the Secretary-General by Governments in response to his enquiry. In a report laid before the Council, the Advisory and Technical Committee expounded the arguments which, in spite of the undeniable economic and social advantages which would ensue from the simplification of the present calendar and the stabilisation of moveable feasts, have induced it for the moment to decide against the convening of a conference with a view to carrying out this reform. This view has now been endorsed by the Council, which has removed this item from its agenda.

5. The Assembly has before it the annual report on the operation of the wireless station from January 1st to December 31st, 1936. It will doubtless be gratified to note that, with one exception, that of Press

telegrams, the traffic of the station is increasing, and that the balance-sheet shows a slight profit. The station has given further proof of its value as an instrument which, from a technical point of view, is well able at any time to do all that is required of it.

Nevertheless, as regards the necessary contract between the League organ which is responsible for the efficiency and working of the station and the various international technical bodies dealing with questions of wireless communications, the position needs adjusting. So far as relations with the International Wireless Communications Union are concerned, the question has already been placed on the agenda of the next administrative conferences of that body which are to meet at Cairo in February 1938.

The Second Committee draws the Assembly's attention to the importance which it attaches to the efficient operation of the Radio-Nations station, and expresses the hope that this will be facilitated by the friendly collaboration of the Governments and organisations referred to, particularly at the above-mentioned Cairo conferences.

6. Lastly, I should like to deal with a special aspect of the activities of the Communications and Transit Organisation—namely, technical co-operation between that Organisation and the Chinese Government

This co-operation has not only been continued, but, as a result of the new arrangements made in agreement with the Chinese Government has been established on a wider basis.

For instance, as regards direct co-operation on the spot, a Bureau for the Study of Civil Engineering has been set up at Nanking attached to the Chinese National Economic Council. The League has appointed a number of foreign experts to this Bureau, and the Chinese Government a number of Chinese engineers. The main task of this Bureau, whose work covers hydraulic and road questions, is on the one hand to advise the competent Chinese technical services and to assist them in their preparatory studies, and on the other to help to complete the practical training of Chinese engineers and to contribute to the perfection of Chinese advanced technical instruction.

Moreover, study tours to various foreign countries have been organised under the auspices of the League for some Chinese experts, to enable them to become acquainted with the modern technical methods employed in the above-mentioned fields.

Lastly, the League has also arranged for a number of young Chinese engineers to enlarge their experience by serving for long periods with the competent technical administrations of foreign countries.

The Chinese delegate expressed his Government's gratitude for the assistance afforded to China by the experts of the Communications and Transit Organisation, and also thanked the Governments for the welcome given to the Chinese experts who had been sent on mission, through the good offices of the Organisation, to study various technical problems.

The Assembly will no doubt be gratified by the satisfactory results achieved in this sphere by the Communications and Transit Organisation.

In conclusion, the Second Committee has the honour to propose to the Assembly the following resolution:

"The Assembly:

"Notes the work done by the Communications and Transit Organisation during the year 1936/37;

"Greatly appreciates the results achieved in the various spheres of activity of that Organisation, and approves its work; and

"Adopts the report and conclusions of the Second Committee."

[Adopted 30th Sept. 1937.]

### III.—THIRD COMMITTEE.

#### Reduction and Limitation of Armaments.

The Third Committee, the constitution of which was decided upon by the Assembly on September 15th, held two meetings under the chairmanship of M. HOLSTI (Finland). It elected as Vice-Chairman Dr. Henríquez UREÑA (Dominican Republic).

The Committee first of all examined, on the basis of a statement by its Chairman, the work done since the last session of the Assembly by the Council, the Bureau of the Conference for the Reduction and Limitation of Armaments, and the Secretariat.

The Committee found in particular that the Bureau, meeting on May 31st, 1937, had been of opinion (and the Third Committee could not but share this opinion) that the general political and economic situation was not at present such as to ensure the success of a resumption of the work on all the questions forming part of the Conference's programme. The Bureau considered none the less that, among the drafts framed by the Conference, that concerning publicity for national defence expenditure and the working of an organ of supervision and co-ordination would, under certain conditions, be a suitable subject at the present stage for an agreement which would represent a first step. Accordingly, the Bureau decided to communicate to all the Governments which were or had been represented at the Conference the draft Convention on this subject prepared by the competent technical committee in 1933/34, and to ask them whether they were prepared in principle to accept a system of publicity based on this Convention.

Nineteen Governments, including two non-members of the League of Nations, have so far sent in their replies to the circular letter which the Secretary-General sent the Governments as a result of the Bureau's decision. The Committee expresses the hope that the other Governments will reply as soon as possible to the question put to them in virtue of that decision.

As regards the problem of the national supervision of the manufacture of and trade in arms, the enquiry entrusted to the Secretariat by the Bureau is still in progress.

Lastly, the Bureau decided to meet again, on a date to be fixed by the Council of the League of Nations, for the purpose of considering the replies of the Governments on the question of the publicity

of expenditure, discussing the relevant draft Convention and deciding upon appropriate measures. The question of the date of the next meeting of the Bureau is at present on the Council's agenda.

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The statement made by the Chairman of the Third Committee was followed by the submission of a draft resolution by the delegations of Belgium, Denmark, Finland, the Netherlands, Norway, Sweden and Switzerland. On the basis of this text, the Committee has framed the draft resolution below.

The draft is based on consideration similar to those underlying the resolution adopted by the Assembly in 1936. In the Committee's opinion, it should always be borne in mind that the reduction and limitation of armaments provided for in Article 8 of the Covenant constitutes a permanent obligation for Members of the League of Nations. Even in face of the greatest difficulties, the League cannot forget that obligation. The Committee considered whether it would not be possible to take forthwith a first step in the direction indicated by the Covenant. The archives of the Conference for the Reduction and Limitation of Armaments provide technical data, particularly in regard to publicity of national defence expenditure, which could be used at once without considerable modification.

In view of these considerations, the Committee proposes that the Assembly should, on the one hand, in pursuance of the resolution of the Bureau dated May 31st, 1937, recommend the conclusion of an international convention on the publicity of national defence expenditure and the working of an organ of supervision and co-ordination, and should, on the other hand, recommend the Members of the League, each in so far as it is concerned and to the extent that this has not already been done, to examine the possibility of adopting internal measures with a view to the effective supervision of the manufacture of and trade in arms, ammunition and implements of war, on the basis of the work done by the Special Committee of the Conference for the Reduction and Limitation of Armaments.

Several delegations also stated that legislative measures had already been adopted in their countries or were under consideration.

Various speakers particularly emphasised the importance they attached, even in the case of an agreement limited to budgetary publicity, to the extension of the undertakings to as large a number of States as possible, including the principal naval and military Powers.

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In addition to the questions dealt with in the resolution, other problems were also mooted in the course of the discussion.

Thus the Committee noted with satisfaction the communications by the United Kingdom delegation regarding the action recently taken by that country—action which is being continued—in the field of the limitation of and publicity for naval armaments. In particular, it noted the entry into force of the London Naval Treaty of 1936 and the conclusion of the Anglo-German and Anglo-Soviet Agreements.

The delegation of Finland emphasised the desirability of doing everything possible to expedite the entry into force of the 1930 Convention on Financial Assistance, and particularly of considering the

possibility, by an amendment of Article 35 of the Convention, of enabling its entry into force to be independent of that of a general disarmament convention.

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In the light of the considerations set out in the present report, the Third Committee has the honour to submit to the Assembly the following draft resolution:

“The Assembly,

“Considering it desirable that a first step should be taken towards the conclusion of a general convention for the reduction and limitation of armaments, and that accordingly use should be made of the work done by the Disarmament Conference:

“1. Recommends, in pursuance of the resolution of the Bureau dated May 31st, 1937, the conclusion of an international convention of the publicity of national defence expenditure and the working of an organ of supervision and co-ordination;

“2. Recommends the Members of the League, each in so far as it is concerned and to the extent that this has not already been done, to examine the possibility of adopting internal measures with a view to the effective supervision of the manufacture of and trade in arms, ammunition and implements of war, on the basis of the work done by the Special Committee of the Disarmament Conference;

“And asks Governments to inform the Secretary-General of the League of Nations of the action taken on this recommendation;

“3. Requests the Secretary-General to communicate the present resolution to the States not members of the League of Nations.”

[Adopted 30th Sept. 1937.]

#### IV.—FOURTH COMMITTEE.

##### FINANCIAL QUESTIONS.

#### (1) General Report of the Fourth Committee (Revised edition<sup>1</sup>).

##### I. INTRODUCTION.

1. Thanks to the fruitful activity of the Committees which represent it in the intervals between its sessions and to the tireless efforts of the heads of the three main organisations of the League, the Assembly has had the satisfaction this year of finding that the League's financial position is sound, that its reserves are intact, that its accounts have been balanced, and that the budgets are more or less the same as the previous ones. Following its customary procedure, the Committee has examined the budget and the important reports on its agenda chapter by chapter, and made a number of useful suggestions, some of which have been adopted immediately, while others will be gone into more fully before next year.

2. What, then, are the salient points to which the Committee desires to draw attention at the beginning of the present report?

<sup>1</sup> To take account of the proposals made in the Supplementary Report of the Fourth Committee.

(i) The establishment of a difference in value between the gold franc and the Swiss franc undoubtedly represents the most striking change as compared with the situation prior to 1936.

Until last year, although the League assessed the contributions of its Members in gold francs, it was only in practice necessary to take account of one currency unit, the Swiss franc, since the Swiss franc was in effect equivalent in value to the gold franc. To-day, the expenditure budget is still expressed in Swiss francs, the actual currency in which the greater part of the outlay is made, but the total amount to be raised from the various States is assessed in gold francs. Owing to the devaluation of the Swiss franc, the expenditure of the League and the obligations of the States in terms of the gold franc have been considerably reduced. For a number of States, this has resulted in a corresponding decline in their contributions expressed in their own currencies.

(ii) The large surplus for the financial year 1936—i.e., 5,592,101 gold francs net—represents the second favourable factor of the present situation; it is mainly due to the following causes:

- (a) The saving in the administration of budgetary credits in accordance with the practice followed for many years;
- (b) The profit on contributions paid after the devaluation of the Swiss franc, representing a sum of 1,257,371 gold francs;
- (c) The improvement in the collection of contributions. In 1931, receipts in respect of current contributions and arrears represented 90 per cent. of estimated annual income; in 1932, 84 per cent., while in 1933 they fell to 82 per cent. From 1934 onwards, the position rapidly improved, and in that year the receipts amounted to 93 per cent. of the estimated annual income. In 1935, thanks to the efforts made by the special Committee on Contributions, they reached the high figure of 116 per cent., dropping, in 1936, to the percentage of 102.

(iii) The gradual decrease in contributions, or, at all events, their maintenance at as stable a level as possible, constitutes the third main feature of the present financial policy of the League. As is shown by the following table, the unit of contribution has steadily declined since 1934:

| Financial year.                                   | Amount of the unit of contribution in gold francs. |
|---|--|
| 1934 . . . . .                                    | 30,432   |
| 1935 . . . . .                                    | 30,294   |
| 1936 . . . . .                                    | 28,777   |
| 1937 . . . . .                                    | 23,060   |
| 1938 (on the basis of the draft budget) . . . . . | 22,450   |

The marked decrease, as from 1937, is, of course, due to the devaluation of the Swiss franc, but the majority of the Members of the League have benefited, especially those whose currencies were not devalued at the same time as the Swiss franc.

(iv) Lastly, the constitution of reserves to meet the unforeseeable consequences of difficulties which the League may experience in the future, represents the fourth favourable factor of the present situation to which it was the Fourth Committee's duty to draw the attention of the Assembly.



## II. ACCOUNTS FOR 1936.

3 The Fourth Committee unanimously recommends the Assembly to pass the League's accounts for 1936 in the form in which they were submitted.

## III. BUDGET FOR 1937.

4 The Committee noted the decisions whereby the Supervisory Commission, in virtue of the powers assigned to it by the 1936 Assembly, has placed at the disposal of the three main organisations of the League a supplementary credit of 914,378 Swiss francs to meet any extra expenditure entailed by the devaluation of the Swiss franc and the Dutch florin, the currencies in which the various budgets of the League are expressed. These increases apply solely to expenditure incurred outside Switzerland, such as the cost of missions, the expenses of branch offices or the purchase of imported supplies, etc.

## IV. BUDGET FOR 1938.

(a) *General Considerations.*

5. In the form in which it was submitted to the Assembly, the *Expenditure Budget* totalled 31,268,810 Swiss francs, an increase of 2,084,682 Swiss francs over that of the current year. Nevertheless, if the supplementary credits granted by the Supervisory Commission for the year 1937 in respect of devaluation (see Chapter III above) are taken into account, the net increase is reduced to 1,170,304 francs.

The position is very different in regard to the *Income Budget*. In view of the Supervisory Commission's proposal to leave the States next year the whole of the profit resulting from devaluation, the total to be apportioned amongst the States Members was to amount to 22,116,634 gold francs for 1938 as against 23,347,302 gold francs for 1937.

6. Owing, no doubt, to the stabilisation of the expenditure budget of the main organisations at figures which are approximately the same as those for 1937, the discussion of the ordinary credits this year was less exhaustive than usual. In any case, it is not the practice of the Fourth Committee to enumerate in the report all the observations and suggestions made during the discussions, which will, of course, be found in the Minutes. We shall therefore confine ourselves to giving such explanations as are essential and to mentioning the proposals considered or the important questions of principle involved.

(b) *Secretariat.*

7. In the form in which it was submitted to the Fourth Committee, the budget of the Secretariat amounted to 14,845,971 Swiss francs, a net increase of 3,868 francs over that of 1937.

8 The increases as compared with the previous year related to the new item inserted in virtue of the decisions of the last Assembly for the engagement of temporary collaborators (130,000 francs), the increase in credits for salaries partly due to the decisions taken in consequence of the discontinuance of the Rockefeller grant to the International Health Organisation (198,498 francs), to various Committees and Conferences (190,000 francs) and to the effects of devaluation (350,000 francs).

9. The various increases totalling \$95,000 francs were offset by reductions, such as the abolition of the credit for investigations (180,000 francs), the elimination from the budget of certain Committees and Conferences (172,000 francs), the reduction in the Health Organisation's credit for liaison (77,000 francs) and mainly by the larger reduction on account of the Guarantee Fund, which has been increased from 1,000,000 francs in the 1937 budget to 1,300,000 in the 1938 budget. The reasons for the lump-sum deductions in the budget of the Secretariat and the Permanent Court of International Justice have been explained in the Fourth Committee's previous reports: we need only point out, therefore, that the budget of the Secretariat provides, and must provide, for a number of contingencies connected with the obligations imposed on the League, and their effect must be provided for in the budget. Again, some of these obligations are not bound to be incurred each year. Consequently, the total credits included in the budget invariably exceeded the actual expenditure. For the last two years, while the figures representing such obligations have been inserted, they have been offset by lump-sum cuts which reduced the total amount of the budget. These lump-sum cuts which, two years ago, when the system was introduced, amounted to 400,000 francs, have been gradually increased to 1,300,000 francs. On the other hand, a Guarantee Fund has been established to provide the funds required whenever expenditure in excess of the net figure inserted in respect of the chapters in which there has been a lump-sum reduction has to be incurred.

10. As regards salaries, the credits for 1933 are only exceeded by about 250,000 francs. In the meantime, provision has had to be made for the statutory annual increments amounting to 825,000 francs and for the engagement of the extra staff required for a building four times the size of the old one. In other words, nearly four-fifths of the inevitable new expenditure, amounting to approximately 1,225,000 francs, have been offset by various savings. Moreover, the Treasurer explained that, other factors being equal, the salaries budget would in all probability be stabilised about 1943—i.e., the effect of the statutory increments would then be offset by departures.

11. In connection with the voting of various credits, the delegate of India earnestly requested the competent officials to establish closer liaison between his country and the international institutions, particularly by engaging a larger number of Indian officials. In reply, the Secretary-General and the Director of the International Labour Office mentioned the steps they had already taken in the matter and the great importance they attached to the establishment of increasingly close collaboration with the Government of India and also with other oversea countries.

12. As regards receipts, the Committee approved of the measures adopted for visiting the new buildings: the sole object of the admission fee charged is to cover the supplementary expenditure entailed by the engagement of extra guides and cleaners.

### (c) *International Labour Organisation.*

13. In his introductory statement, the Director referred to the increased pressure sustained by the International Labour Organisation during recent years, which had shown itself by the demand for more frequent consultations and conferences. For instance, the 1937 Conference was the largest ever held—the largest in point of numbers attending and the heaviest in point of agenda. Prior to that meeting, another conference of considerable importance met at Washington to

consider the whole situation of the textile industry. At the request of various Governments, the Office has carried out enquiries or furnished expert assistance on questions such as the problem of migration, the need for enforcing social legislation, the drawing-up of various proposals for labour legislation, social insurance, etc.

14. With reference to the technical or financial aspects of the budget, the Organisation has taken its share in the general reduction of the burden of States Members. In 1932, which represents the maximum figure, the value of the unit was 8,797 gold francs; in 1934, it was 8,152; in 1936, 7,196, and, on the basis of the draft budget for 1938, it is 6,328. Therefore, there has been a progressive diminution—due partly, of course, to the devaluation of the Swiss currency and partly to the contributions of three States non-members of the League which are Members of the International Labour Organisation. There are, of course, certain items in which some increase is inevitable; these are mainly items involving expenditure in foreign currencies, such as travelling expenses, expenditure on the Governing Body, expenditure on Committees and expenditure on branch offices and correspondents. In the salaries budget, there appears for the first time an item relating to temporary collaborators. In the case of the Office, the main use that it is intended to make of this credit is for the purpose of obtaining expert assistance upon questions of a highly technical character.

15. In reply to a question put to him by a delegate, the Chairman of the Supervisory Commission explained that the latter had always applied the same rules and adopted the same attitude towards the budget of the International Labour Organisation as towards that of the Secretariat. It had seen to it that the accounts and budget were drawn up in such a way as to conform to the general financial policy adopted by the Assembly. Nevertheless, the Organisation enjoyed a wide measure of independence, and the Office was controlled by a Governing Body which drew up its programme of work on the lines laid down by the Conference. Notwithstanding the delicacy of the situation that had given rise to various discussions at previous sessions of the Assembly—particularly during the 1928 Assembly—the goodwill . . . . . by the Director of the Office had enabled a reasonable compromise to be arrived at. The Supervisory Commission carefully examined every item in the Organisation's budget in the presence of the Director, and, whenever it considered that exception could rightly be taken to some item of expenditure, it did not hesitate to point this out and to ask him to make the necessary changes. In certain cases, differences of opinion had been cleared up after discussion with a delegation of the Governing Body. While the Supervisory Commission recognised that the Director was to some extent bound by his Governing Body and that the Office's programme of work was drawn up by the Governing Body and the Conference, it had never admitted, and could never admit, that the examination of budgetary credits by the Commission and their adoption by the Assembly constituted a mere formality.

The Director of the International Labour Office also explained that Governments were quite at liberty to draw the attention of the International Labour Conference to any misgivings they might feel concerning the budget. The Director's annual report refers to the financial situation of the Office, and this report serves as a basis for the general discussion which precedes the discussion of the Office's programme and hence of the expenditure. While it was true that there had not always been complete agreement between the Supervisory Commission and the Governing Body in connection with the budget, it might be said that the Office had at all times been treated with sympathy and understanding by the Supervisory Commission, and that the Office for its part had never attempted to withhold any information for which the Supervisory Commission had asked.

(d) *Parts III to IX of the Budget for 1938.*

16. These parts were accepted without any changes.

(e) *Part X: Fund at the disposal of the Supervisory Commission for Expenditure resulting from Currency Depreciation.*

17. During the general discussion on the budget, the United Kingdom delegate, while agreeing in principle to the insertion of this new head, observed that the figure seemed to him excessive. Moreover, he thought that, in view of the contingent nature of the expenditure, which might or might not arise, this credit came within the category of those in respect of which a lump-sum cut could be made on account of the Guarantee Fund, which showed a balance lying idle of about 260,000 Swiss francs.

18. In reply to the observations made by various delegates, the Secretary-General agreed that the establishment of a fund to meet a possible rise in prices constituted an innovation. The League, however, was not in the same position as States which, being free to choose their own policy, could take precautions to guard against any rise that might result therefrom. The League had no means of consulting the Assembly during the year: it must therefore possess reserves to enable it to meet contingencies over which it had no control and which could not be foreseen as they depended on a number of unknown factors. Moreover, the fund could only be drawn on by an express decision of the Supervisory Commission.

19. After a careful examination of the question, the Committee approved the principle referred to in paragraph 17 above and agreed that a lump-sum cut of 260,000 Swiss francs on account of the Guarantee Fund should be made in Part X, which was thus reduced to 1,040,000 francs.

20. The discussion of this part of the budget afforded an opportunity to the Chairman of the Supervisory Commission to define the purpose of the three main funds provided for under the Financial Regulations. The Working Capital Fund had been established to enable the League to function at those periods of the year when the amount of contributions received fell short of the expenditure. The object of the Guarantee Fund was to furnish the funds required in cases where uncertain or contingent expenditure had to be incurred in respect of which cuts had been made in the budget (see paragraph 9 above). The sole object of the Reserve Fund was to meet serious difficulties liable to shake the financial foundations of the League.

(f) *Supplementary Budget.*

21. The Fourth Committee voted the supplementary budget amounting to a sum of 87,103 Swiss francs.

(g) *Supplementary Credits.*

22. Except as regards the credit of 104,081 Swiss francs for the International Nansen Office for Refugees, the Fourth Committee unanimously adopted the supplementary credits, amounting to 424,781 Swiss francs, recommended for its approval by the Supervisory Commission. The Fourth Committee draws the attention of the Assembly to the fact that a delegation voted against the supplementary credit for the International Nansen Office for Refugees.

Acting on the proposal of the Supervisory Commission, the Committee also proposed the adjournment to next year of the credit of 16,750 Swiss francs requested by the Fifth Committee for the publication of a view concerning the humanitarian work of the League.

(h) *Additional Supplementary Credits.*

23. At the meeting held on Monday, October 4th—i.e., after the communication of its general report to the 1937 Assembly—the Fourth Committee approved the report submitted to it by the Supervisory Commission in virtue of decisions taken by the Assembly and the Fourth Committee on Saturday, October 2nd. In this report the Supervisory Commission proposed the insertion in the 1938 budget under the item Technical Collaboration in China of an additional credit for 752,557 Swiss francs for the campaign against epidemics in China.

24. The fact that the Committee has given effect to the Supervisory Commission's report in exceptional circumstances is due precisely to those exceptional circumstances. It leaves the matter entirely to the Supervisory Commission, which it thanks for accepting these new responsibilities. It wishes to make it clear that the haste with which it has been obliged to discuss this question will in no way constitute a precedent for its own future discussions.

(i) *Final Figures of the Budget.*(a) *Expenditure Budget.*

25. After the 260,000 francs had been deducted under Part X (see paragraph 19 above), the original budget amounted to a total of 31,008,810 Swiss francs. The supplementary budget represents an additional sum of 87,103 Swiss francs and the supplementary credits 1,177,338 Swiss francs. The expenditure budget for 1938 is therefore 32,273,251 Swiss francs.

(a) *Expenditure Budget.*

26. After the net amount of the contribution of Egypt for 1937, amounting to 204,908.10<sup>1</sup> Swiss francs, has been deducted, the above figures of 32,273,251 Swiss francs is reduced to 32,068,342.90 Swiss francs or 22,682,148.34 gold francs.

## V. REPORTS OF THE SUPERVISORY COMMISSION.

27. Except as otherwise stated in the present chapter, the Fourth Committee endorsed the recommendations made by the Supervisory Commission in the various reports submitted by it to the Assembly. The following important questions, however, are deserving of special mention:

(a) *Disposal of the Surplus: Purchase of Land, Renovations, etc.*

28. The Commission proposes to allocate the available surplus, amounting to 5,592,101.35 gold francs net, as follows:

|   | Gold francs-              |
|---|---------------------------|
| (i) Refund to Members of the League . . . . .               | 1,875,394.37 <sup>2</sup> |
|   | Swiss francs.             |
| (ii) New wings to the International Labour Office . . . . . | 27,491.72                 |
| (iii) Renovation account . . . . .                          | 1,000,000.—               |
| (iv) Estate account . . . . .                               | 3,000,000.—               |
| (v) Guarantee Fund . . . . .                                | 250,000.—                 |
| (vi) Reserve Fund . . . . .                                 | 977,241.29                |
| Total . . . . .   | 5,254,733.01 <sup>3</sup> |

<sup>1</sup> I. e., 214,574.70 Swiss francs, less the share of the States non-members, which is 9,666.60 Swiss francs.

<sup>2</sup> I. e., the sum originally proposed by the Supervisory Commission (1,168,087.84 gold francs) plus 1,000,000 Swiss francs.

<sup>3</sup> I. e., 3,716,706.98 gold francs.

29. By the adoption of proposal (iv) above, as explained in Chapter B of the Supervisory Commission's second report, the Secretary-General is empowered to take such steps as may be necessary to purchase land adjacent to the Ariana Park, up to a sum of 3 million Swiss francs.

30. As regards the Estate Account, the Secretary-General, in reply to questions put by certain delegates, assured the Fourth Committee that the apprehensions they had expressed would be completely allayed by the proposed measures, especially with regard to the administration of the Capital Account, the yield of the real estate investments, the utilisation of the income, the problems connected with the resale of land, etc. A comprehensive scheme would be submitted to the Supervisory Commission before the accounts for the present financial year were drawn up, and would be laid before the Assembly at its next session.

31. With reference to the Renovation Account, a programme covering the work which will have to be done in the building after it has been used for some years would be drawn up and submitted to the next Assembly. Arrangements would be made to spread the repairs as evenly as possible over the various financial years.

(b) *Completion of the New Building: Supplementary Estimate.*

32. The Fourth Committee approved the Supervisory Commission's proposal to transfer to the Building Account the available funds, totalling 3,218,761.23 Swiss francs. It also approved various financial decisions taken since this time last year by the Commission, in virtue of the special powers conferred on it by the Assembly.

(c) *Payments to the League Budget by non-Member States.*

33. The Committee approved the Supervisory Commission's proposal, and, in particular, the amendment of Article 22 of the Financial Regulations, the object of which is to lay down rules for the payments to be made by non-member States in so far as they participate officially in the activities of the League. The amendment in question does not affect the provisions of Article 22 concerning the autonomous Organisations. These rules, of course, only hold good for the League of Nations, and they are necessarily subject to arrangement or agreement with non-member States. They should be applied in a sufficiently elastic manner not to impede such States from attending specific Committees and Conferences at the invitation of the League.

(d) *Salaries of the Staff.*

(i) *Reduction of 10 per cent.*

34. For reasons of principle, and more especially because the report was submitted so late, the Fourth Committee decided by a majority to postpone until next year any decision on the Supervisory Commission's proposal to abrogate, as from January 1st, 1938, the decision of the 1932 Assembly with reference to the reduction in the salaries of officials.

35. Some delegates expressed their surprise that, at a time when unemployment among intellectuals is still so widespread, the salaries offered by the League should be considered inadequate to attract young men leaving the universities. Another delegate was of opinion that, unlike what happened in many countries, the cut made by the 1932 Assembly should be regarded as permanent. Lastly, others compared the salaries of League officials with those received by officials in

Switzerland or other countries, and, with regard to the minor staff, with those received by the locally-recruited employees of the international organisations.

36. In the light of recent experience, the Secretary-General, the Director of the International Labour Office and the representative of the Supervisory Commission informed the Committee of the serious difficulties experienced by the Administrations in recruiting first-rate personnel, particularly in oversea countries, now that the depreciation of the Swiss franc—a factor of capital importance—had to be reckoned with in addition to the 10 per cent. cut. Expressed in the national currency of the candidates, the amount of the salary was thus very considerably reduced. Moreover, as regards Members of Section, the entry into force of the new scales, the effect of which was to make it very difficult for them to reach the highest category—and thus to fix the *normal* maximum at a sum of 21,850 francs—had greatly reduced the future prospects of young officials. Besides, the rate of annual increment proposed by the Supervisory Commission was on an average very much lower than the original rate, even after deducting the 10 per cent.

37. Lastly, the Secretary-General and the Director pointed out that there was very little connection between unemployment among intellectuals and the difficulty in recruiting staff encountered by the League, which, in nearly every case, required men and women who had already acquired experience, and who, before accepting a post at Geneva, had to weigh many considerations, such as expatriation, the expenses they would still have to meet in their country of origin, etc. The restoration of the 10 per cent. cut imposed on new recruits by the 1932 Assembly would entail very slight additional expenditure, and would help to overcome the present difficulty in recruiting staff.

(ii) *Grading of the Secretariat.*

38. In agreement with the proposal of the Supervisory Commission, the Fourth Committee proposes the creation:

- (a) Of three posts of Chief of Section, who would act as second in command to Directors of important Sections of the Secretariat;
- (b) Of two posts of second-grade Directors; these officials, who would be placed on a nominal<sup>1</sup> salary scale of 34,000 francs, rising by annual increments of 1,000 francs to 40,000 francs, would be in charge of an independent Section under the direct orders of the Secretary-General, but with a small staff, or would be officials whose age and length of service did not yet justify appointment to the present rank of Director. These creations will not entail any increase of Staff.

(iii) *Application to Existing Members of Staff (Members of Section, etc.) of the New Conditions of Employment approved by the Assembly on October 10th, 1936.*

39. In order to prevent the possibility of legal disputes as to the applicability of the conditions of employment voted in 1936 to officials already in the service, the Fourth Committee proposes that the Assembly should adopt the following resolution:

"The new conditions of employment of Members of Section, Interpreters and Revisers and Translator/Précis-writers, which were adopted by the Assembly by its resolution of October 10th, 1936, are applicable, in accordance with the Staff Regulations, to officials already in the service."

<sup>1</sup> *i.e.*, the scale will be subject to the 10 per cent. reduction decided upon by the Assembly in 1932.

(e) *Budget for 1938 of the Eastern Bureau of the International Health Organisation.*

40. The Fourth Committee has been informed that, as a result of negotiations conducted with the Governments directly concerned on the basis of the first report of the Supervisory Commission, the Director of the Bureau expects additional receipts of 12,585 Straits dollars, and perhaps slightly more.

41. The Committee therefore proposes that the Assembly adopt the following resolution:

"The Assembly decides that, in so far as the States which make a direct contribution to the expenditure of the Eastern Bureau of the International Health Organisation increase their contributions as compared with the total estimate of 31,915 Straits dollars entered in the draft budget for 1938, dated May 20th, 1937, the expenditure budget may itself be increased up to the following amounts:

|  | Straits dollars. |
|--|------------------|
| " Item I.—Staff salaries: Deputy Director— <i>enter a credit of</i> . . . . .                          | 3,000            |
| " Item IV.—Far Eastern International Course on Malaria— <i>enter a credit of</i> . . . . .             | 5,000            |
| " Item VII.—Travelling expenses of members of the Advisory Council— <i>enter a credit of</i> . . . . . | 5,500            |
| "Maximum increase accepted . . . . .   | 13,500 "         |

## VI. REPORT OF THE SPECIAL COMMITTEE ON CONTRIBUTIONS.

42. The Fourth Committee unanimously acknowledged the success by which the efforts of the Special Committee on Contributions had been crowned, and paid a tribute to the tireless energy and tact of its Chairman, M. Hambro. Some delegates, however, did not conceal the impatience of their Governments in face of a situation which enabled States to evade their financial obligations, and suggested that, in future, the Committee should be less lenient. Others advocated measures such as a premium for payments made at the beginning of the year; others again made interesting suggestions with reference to the presentation of certain figures. In reply, it was explained that the Committee's aim had been to obtain as large payments as possible for the League. If it had been too ambitious, it would have got nothing or only very small sums from a number of States which the depression had brought to the verge of bankruptcy. The question of interest on arrears and similar measures were still being considered, and the Committee would carefully examine any proposal submitted to it on the matter.

43. The Fourth Committee decided to refer to the First Committee certain questions which arose in the case of States which have resigned their membership of the League.

44. Honduras gave notice of withdrawal after concluding an arrangement for consolidation of debt. Could this State be permitted to continue to pay instalments after the withdrawal became effective?

45. The report of the Special Committee on Contributions contains a proposal in the case of Nicaragua for the reduction of debt and the payment of the balance by annual instalments. Could the Assembly sanction such an arrangement after Nicaragua had given notice of withdrawal?



46. Paraguay had allowed its two-year period of notice to expire without paying its debt to the League. Was the withdrawal effective or did this State continue to be a Member of the League and to incur liability for additional contributions until it regularised its financial position?

47. The reply of the First Committee was as follows:

(a) *The Case of Honduras*.—Honduras can be permitted to continue to pay instalments on consolidated contributions for seventeen years after leaving the League.

(b) *The Case of Nicaragua*.—The Assembly can grant a reduction of debt to a State which has given notice of withdrawal.

The withdrawal of such a State can become effective at the end of the period of two years, although it has not then paid off its debt in full.

(c) *The case of Paraguay*.—The First Committee is of opinion that it would not be advisable to reply at present to the question as put to it.

48. As regards the question whether Paraguay has ceased to be a Member of the League, since the expiry of the period of notice (two years from February 25th, 1935), the Fourth Committee, after having received the answer of the First Committee, does not press for an interpretation of Article 1 of the Covenant.

49. It is perfectly clear, however, that Paraguay will, in all circumstances, owe the League the full amount of her arrears of contributions down to the date of her withdrawal from the League in conformity with Article 1 of the Covenant. The Supervisory Commission and the Special Committee on Contributions will no doubt take the necessary measures to deal with this part of the question.

50. On the other hand, the Fourth Committee can see no advantage, in present circumstances, in continuing to treat Paraguay as a State which is contributing to the expenses of the League. To do so would not merely introduce an element of unreality into the League budget but would also complicate the financial situation of the League.

51. The Assembly has frequently exercised its power to take special decisions with regard to the contributions of particular Members of the League, where it has thought it equitable to do so in the interests of those Members, and, on one occasion, it exercised this power in order to deal with an anomalous situation which had arisen with regard to a particular Member. There can be no doubt that it is entitled to exercise such a power in the interests of the League itself and of sound budgeting.

52. The Fourth Committee, therefore, considers that, in allocating the expenses among the Members of the League for 1938, Paraguay should be left entirely out of account.

53. The Committee finally approved the report of the Special Committee on Contributions, and decided to propose to the Assembly that its term of office should be renewed for another year on the understanding that it would endeavour to bring about an improvement in the receipt of contributions and would not be authorised to make further arrangements with debtor States apart from these pending.

54. Some members of the Fourth Committee also suggested that the Committee's terms of reference should be extended to enable it to study the general question of the allocation of expenses. They pointed out that, as the present scale will cease to be in force on December 31st,

1939, the question should be re-examined as soon as possible. It would be highly desirable in the first place to consult Governments as to the technical and political factors which should be taken into account.

55. At the end of this long discussion, the Fourth Committee requested the Committee on Contributions to transmit to the body which is studying the allocation of expenses such relevant information as it possesses on the matter, and adopted the following resolution:

"Considering that the present scale for the allocation of expenses will cease to be in force on December 31st, 1939;

"Considering that, in these circumstances, the next Assembly should reconstitute a body to consider the question anew in 1939;

"Considering that it would be desirable to begin the preliminary consultations forthwith;

"The Assembly,

"Having been informed that the principal data hitherto taken into account comprise the population, production, trade and banks, transport and budgets of States:

"Requests the Secretary-General to ask the Governments to communicate to him any suggestions calculated to help the 1938 Assembly, and such body as that Assembly may set up, to determine the future scale."

#### VII. STAFF PENSIONS FUND.

56. The Committee examined the Seventh Report to the Assembly of the Administrative Board of the Staff Pensions Fund and that part of the second report of the Supervisory Commission, which dealt with the Staff Pensions Fund. It also took into consideration the Report of the Actuary on the Fourth Valuation of the Fund, the Auditor's Report and the observations of the Supervisory Commission on the two questions which the Assembly instructed that Commission to study, the procedure for the investment of the Fund's assets and the question of the rate of interest.

57. The Fourth Committee is glad to draw attention to the considerable improvement shown in the accounting position of the Fund as compared with the position on December 31st, 1935. On that date, the total deficit of the Fund, including the initial actuarial deficit, which, in terms of the Assembly decision of 1930, is being amortised, and the loss on investments amounted to 8,750,561 Swiss francs. On December 31st, 1936, that deficit had been reduced to 3,723,709 Swiss francs. This position can be described as very satisfactory, all the more so as, in the normal course of events, the estimated actuarial deficit on December 31st, 1936, should have been 5,480,510 Swiss francs. Two factors have enabled the Fund, during the last year, to reduce its actuarial deficit; the devaluation of the Swiss franc in September 1936, and the fact that at that time, 82 per cent. of the assets of the Fund were in the form of gold. The profits realised on the sale of gold have wiped out all the losses incurred and have enabled the Fund to reduce its actuarial deficit by the sum of 1,756,801 Swiss francs over and above the normal reduction. The Committee desires to congratulate the administrators of the Fund, particularly the Investments Committee on the foresight shown by them in investing so large a proportion of the Fund's assets in gold and thus enabling the Fund to free itself from a situation which was fast becoming serious.

58. The Committee had before it the proposals of the Administrative Board concerning the procedure for investing the assets of the Fund so as to give effect to the Assembly's decision that wider powers

than they had at present should be given to the Supervisory Commission and the Secretary-General. The proposals of the Board were examined by the Supervisory Commission assisted by a delegation of the Board. The Fourth Committee finally accepted the following procedure, based on the proposals of the Supervisory Commission, and with which, it understands, the Administrative Board agrees:

“(1) The opening words of Article 3 of the Staff Pensions Fund Regulations shall be amended to read as follows:

“*Subject to the provisions of Article 3bis<sup>1</sup>, the execution of the present regulations, etc.*”

“(2) The fifth paragraph of Article 3 shall be deleted.

“(3) The following new article, 3bis, shall be added to the Regulations:

“1. Subject always to the complete independence of the Fund's assets in relation to the other assets of the League, as provided in Article 2, the investment of the Fund's assets shall be decided upon by the Secretary-General and the Supervisory Commission after consultation with an Investments Committee of three members appointed by the Council on the proposal of the Financial Committee.

“2. The execution of the decisions taken shall be entrusted to the Treasurer.

“3. The Administrative Board shall be regularly informed of the decisions of the Supervisory Commission and of the Secretary-General, and shall be authorised to make any observations or suggestions to the same concerning the investment policy and the general administration of the Fund's assets.”

59. The Supervisory Commission has also examined the question of the rate of interest in consultation with the Administrative Board and with the Actuary, who has stated in his Report on the Fourth Valuation of the Fund that:

“The present position in regard to the capital investments of the Fund is purely transitional, inasmuch as over half of the Fund's assets at the end of 1936 were in gold. What has happened up to now is no guide therefore to future developments in the matter of interest yields. The present moment is accordingly no time for change in the anticipations of interest on which the existing bases of calculation rest. It is better to continue to watch the developments by which the immediate future will be determined and in the meanwhile to make no change—for the time being—in the actuarial rate of interest.”

This view was endorsed by the Supervisory Commission, which has taken no final decision. It will be recollected that, in 1936, more than one member of the Fourth Committee doubted whether the Fund could earn interest at as high a rate as 4½ per cent. while at the same time investing its assets only in first-class Government securities. These doubts were again expressed this year, and the Committee has asked the Supervisory Commission to continue its examination of the problem during the coming year with a view to the presentation of a further report to the next Assembly, and, for that purpose, to have recourse to any expert assistance it may think necessary to secure.

<sup>1</sup> New clause temporarily italicised.

60. Another matter to which the Actuary had drawn attention is the admission of officials over the age of 50 to the Fund. He states: "The 14 or 15½ per cent. contribution is not sufficient in these cases. Result: a loss for the Fund exceeding the profits on admissions of members joining at an earlier age." The Committee noted the assurance given by the Secretary-General to the Supervisory Commission that, except in very special cases in which he was bound by an explicit decision of the Assembly, he had refrained from granting pensionable contracts to persons of or over 53 years of age. The Committee is of opinion that the Supervisory Commission should study the possibility of allowing such officials to contract an insurance of which the annual premium should be borne by the League up to 9 per cent. of the holder's salary. Such a system might be applied to officials entering the service at the age of 45 or over.

61. The Administrative Board has now completed its study of the effects of Article 19 of the Staff Pensions Regulations, which deals with the re-employment of pensioned officials, and has made a number of proposals involving an addition to paragraph 2 of Article 1 of the Staff Pensions Regulations, an addition to Article 12 of the Staff Pensions Regulations, a new text for Article 19 and a new Administrative Rule, XXIVbis. In the addition to Article 12, the Board has laid down the procedure to deal with the case of officials who, as the result of transfer to another post or category for reasons which are not of a disciplinary character, find themselves at the end of their service receiving a salary lower than that which they were paid in the former post or category. The effect of this new procedure will be that, instead of the retiring benefits of such officials being based on the average pensionable emoluments for the last three years (or in the case of an invalidity pension, one year), at the end of their total service account will also be taken of the salaries which they had obtained before the transfer was made. The Fourth Committee endorsed the proposals of the Administrative Board concerning Article 19, the addition to Articles 1 and 12 and the new Administrative Rule, XXIVbis.

#### VIII. MISCELLANEOUS APPOINTMENTS.

62. In accordance with Article 1 of the Financial Regulations, the Fourth Committee elected by secret ballot as members of the Supervisory Commission up to December 31st, 1940: Sir Cecil H. KIRSCH (United Kingdom) and His Excellency M. Harri HOLMA (Finland).

63. In accordance with Article 3 of the Staff Pensions Regulations, the Fourth Committee appointed His Excellency M. Nicolas MOMTCHILOFF (Bulgaria) as substitute member of the Administrative Board of the Fund up to December 31st, 1939.

#### IX. DRAFT RESOLUTIONS.

64. The Fourth Committee has accordingly the honour to propose that the Assembly adopt the following resolutions:

##### "I.

"The Assembly approves the report of the Fourth Committee and adopts the resolutions and decisions proposed therein."

## "II.

"The Assembly,

"(1) Under Article 38 of the Regulations for the Financial Administration of the League of Nations, finally passes the audited accounts of the League of Nations for the eighteenth financial period ended December 31st, 1936;

"(2) In virtue of the Regulations for the Financial Administration of the League of Nations:

"Passes for the twentieth financial period ending December 31st, 1938, the budget of expenditure of the League of Nations amounting to 32,273,251 Swiss francs, and the budget of income amounting to 22,682,148<sup>34</sup> gold francs;

"And decides that the aforesaid budget shall be published in the *Official Journal*;

"(3) Subject to the proposals and amendments included in the report of the Fourth Committee, adopts the conclusions of the various reports of the Supervisory Commission submitted for its consideration;<sup>1</sup>

"(4) Takes note of the report of the Administrative Board of the Staff Pensions Fund for the year 1937;

"Decides that the practice of valuing the Fund annually by the consulting actuary shall continue;

"Takes note of the report on the fourth valuation of the Fund as submitted by the Fund's consulting actuary;

"Adopts the accounts of the Fund as submitted by the auditor;

"Decides, having regard to Article 7, paragraph (a), of the Staff Pensions Regulations, that the contribution of the League to the Pensions Fund for 1938 shall be 9 per cent. of the pensionable emoluments of the members of the Fund;

"And decides to make in the Staff Pensions Regulations the amendments submitted to it respectively by the Administrative Board and by the Supervisory Commission in the amended form shown in paragraph 58 of the present report;

"(5) Adopts the report of the Special Contributions Committee;

"Considering that, whilst the position has considerably improved, it is nevertheless necessary to maintain a vigilant attitude with regard to the collection of contributions, both current and in arrears:

"Renews for a further year the term of office of the present members of the Special Committee: Count CARTON DE WIART (Belgium), Sir Frederick PHILLIPS (United Kingdom), M. C. J. HAMBRØ (Norway), M. Stefan OLSKY (Czechoslovakia), M. A. GUANI (Uruguay), it being understood that the Committee will not be empowered

<sup>1</sup> These conclusions relate to the accounts for the financial year 1936, the budget and supplementary budget for 1938, the disposal of the surplus for the financial year 1936, the supplementary estimate for the completion of the new buildings, the Staff Pensions Fund, the payments to the League budget by non-member States, application to existing members of the Staff (members of Section, etc.) of the new conditions of employment approved by the Assembly on October 10th, 1936, grading of the Secretariat, Egypt's contribution for 1937, and supplementary credits.

to make new arrangements with States in arrears except in regard to those at present pending.

“(6) Appoints as Members of the Supervisory Commission, for the period ending on December 31st, 1940: Sir Cecil H. Kisch (United Kingdom) and His Excellency M. Harri HOLMA (Finland).

“(7) The Assembly appoints M. Nicolas MOMTCHIOFF (Bulgaria) as substitute member of the Administrative Board of the Staff Pensions Fund for the period ending on December 31st, 1939.”

[Adopted 5th October 1937.]

## ANNEX.

### EXPENDITURE BUDGET FOR 1938 SUBMITTED TO THE ASSEMBLY BY THE FOURTH COMMITTEE.

| Part   | Original credits | Increases  | Reductions   | Final credits |
|--|------------------|--|--------------|---------------|
|  |                  | (supplementary budget and supplementary credits) |              |               |
|  | Swiss francs     | Swiss francs                                     | Swiss francs | Swiss francs  |
| I. Secretariat . . .   | 14,845,971       | 1,083,360  | ..           | 15,929,331    |
| II. International Labour Organisation . . .  | 8,335,272        | ..   | ..           | 8,335,272     |
| III. Permanent Court of International Justice  | 2,894,516        | .  | ..           | 2,894,516     |
| IV. Permanent Central Opium Board . . .  | 124,064          | ..   | ..           | 124,064       |
| V. Nansen International Office for Refugees .  | 98,028           | 109,081  | ..           | 207,109       |
| VI. Buildings at Geneva .  | 1,584,000        | ..   | ..           | 1,584,000     |
| VII. Pensions . . .  | 1,713,791        | ..   | ..           | 1,713,791     |
| VIII. Settlement of the Assyrians of Iraq .  | 300,000          | ..   | ..           | 300,000       |
| IX. High Commissioner for Refugees coming from Germany .   | 73,168           | .  | ..           | 73,168        |
| X. Fund at the disposal of the Supervisory Commission for Expenditure resulting from Currency Depreciation . . | 1,300,000        | ..   | 260,000      | 1,040,000     |
| XI. High Commissioner of the League at Danzig . . .  | ..               | 72,000   | ..           | 72,000        |
|  | 31,268,810       | 1,264,441  | 260,000      | 32,273,251    |

## (1) (a). FINANCIAL QUESTIONS.

## SUPPLEMENTARY REPORT OF THE FOURTH COMMITTEE.

A. *At the meeting held on Monday, October 4th—i.e., after the communication of its general report to the 1937 Assembly—the Fourth Committee approved the report submitted to it by the Supervisory Commission in virtue of decisions taken by the Assembly and the Fourth Committee on Saturday, October 2nd.*

B. *The fact that the Committee has given effect to the Supervisory Commission's report in exceptional circumstances is due precisely to those exceptional circumstances. It leaves the matter entirely to the Supervisory Commission, which it thanks for accepting these new responsibilities. It wishes to make it clear that the haste with which it has been obliged to discuss this question will in no way constitute a precedent for its own future discussions.*

C. *The Supervisory Commission's report is as follows:*

## Report by the Supervisory Commission.

## I.

1. At its meeting on October 1st, the Council adopted the report\* of the Chairman of the Council Committee on Technical Collaboration between the League of Nations and China (document A.73.1937), which concluded with a resolution of which the final three paragraphs ran as follows:

"Recommends the Secretary-General to provide at once all the necessary available funds in order to assist the Chinese authorities in the immediate organisation of anti-epidemic measures, possibly as part of, but without awaiting the initiation of, any wider scheme that may eventually be decided on;

"Draws the attention of the Council to the gravity of the situation which threatens, if assistance is not promptly forthcoming, to involve adjacent and even distant territories;

'Requests the Council to consider whether it would not be desirable to invite the Assembly, during its present session, considerably to increase the credits that it is customary to vote each year for technical collaboration with China, so as to make available the funds necessary to carry out a scheme to be drawn up as soon as possible by the Health Committee or by a committee specially appointed for the purpose, on which, if necessary, expert advisers could be co-opted.'

2. At its meeting on October 2nd, the Assembly referred the report in question to the Fourth Committee, which, by a vote with the majority of two-thirds stipulated in Article 16 (c) of the Financial Regulations, transmitted it to the Supervisory Commission "for examination and report as soon as possible".

## II.

3. After thorough examination, carried out at several meetings, the Supervisory Commission came to the conclusion that the sum of 2 million Swiss francs would be a suitable amount of financial assistance for the League to grant in circumstances which were as unexpected as they were exceptional

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\* Appendix IV (1) (b.).

4. That sum, which would be allocated only in accordance with the conditions proposed in Chapter III, could be found by making the following appropriations:

|  | Swiss francs |
|--|--------------|
| (a) There remains available under Item 9 (a) (Technical collaboration, China), a sum of . . . . .  | 50,000.—     |
| (b) After taking into account commitments in respect of the coming year, it would be possible to allocate from the corresponding credit of the 1938 budget a sum of . . . . .  | 250,000.—    |
| (c) In addition, the League could consent to set aside for this purpose the total amount of the Chinese contribution for 1937, as soon as it is paid, namely . . . . .   | 1,369,335.70 |
| (d) These measures will, however, have the immediate result of making it necessary for the Treasurer at once to pay to the two principal autonomous organisations, in accordance with Article 26 of the Financial Regulations, their share of that contribution; it is therefore necessary for provision to be made in the budget for the following additional sums: |              |

|  | Swiss francs |
|--|--------------|
| Sum due to the International Labour Office . . . . .   | 315,637.90   |
| Sum due to the Permanent Court of International Justice . . . . .  | 106,254.40   |
|  | 421,892.30   |
| (e) To complete the sum of 2 millions, the following sum must therefore be entered in the budget . . . . . | 330,664.30   |
| Total . . . . .  | 2,000,000.—  |

5. The two sums referred to in paragraphs (d) and (e) amount together to a total of 752,557 Swiss francs. The corresponding credit would be entered in Chapter II of the Secretariat budget for 1938, under Item 9 (a), in addition to the credit of 450,000 francs already allocated.

6. The sums referred to in paragraphs (b), (d) and (e) will only become available after January 1st, 1938: therefore, the Supervisory Commission, which is anxious not to delay the proposed work of international co-operation, requests the Assembly to authorise the withdrawal of those sums, if necessary, from the Working Capital Fund, on the dates to be mentioned in the scheme. A corresponding refund would be made to the Working Capital Fund at the beginning of the next financial year.

<sup>1</sup> The loss to the Secretariat will amount to 947,443 francs. It appears certain that its present resources will enable it to reach the end of the present financial year in spite of this reduction in income. If, however, that should not prove to be the case, the Secretary-General would be expressly authorised to draw on the working Capital Fund up to and not exceeding this reduction in income. This is the only method of avoiding the necessity for a much greater increase in the 1938 budget.



## III.

7. With regard to the measures to be adopted in order to ensure that the scheme is properly carried out, the Supervisory Commission is not at present in a position to outline them, as it will not be possible to draw up the plan until after the meeting of the Health Committee or of the Committee specially set up for the purpose. The first question which will have to be examined when the time comes will be whether the execution of the proposed scheme may not entail, directly or indirectly, expenditure in excess of the sum allocated by the Assembly.

8. Further, various other questions will arise with regard to the authority which will be responsible for carrying out the scheme, the character and extent of the financial supervision to be established, etc. It would scarcely seem advisable to embark on theoretical discussions in this connection before having an idea of the proposals which may be made by the Committee.

9. In the present circumstances, the Supervisory Commission considers that the Assembly, following recent precedents (grant of additional credits in connection with the devaluation, the decision to be made with regard to the New York World Fair, etc.), should instruct the Supervisory Commission, which represents it in the intervals between sessions, to examine very thoroughly the proposals which will be made by the Committee, both from the budgetary and administrative points of view, and to take a final decision in this matter.

In order not to delay the execution of the scheme, the Supervisory Commission is ready to meet to consider this question as soon as the Committee has submitted its report.

## IV.

10. The above proposals represent an additional burden on the Secretariat budget for 1938 amounting to 752,557 Swiss francs (cf. Sections 4 and 5).

## V.

11. In addition, the Fourth Committee has instructed the Supervisory Commission to re-examine the question of the disposal of the balance of the 1936 surplus, which amounts to 1,977,241.29 Swiss francs.

The Commission proposes to distribute that surplus as follows:—

|   | Swiss francs        |
|---|---------------------|
| (a) Additional refund to the States Members . . . | 1,000,000.—         |
| (b) Payment into the Reserve Fund . . .           | 977,241.29          |
| Total . . .                                       | <u>1,977,241.29</u> |

*D. The effects on the 1938 budget of the Supervisory Commission's proposals, sanctioned by the Fourth Committee, are stated in the Annex to the present document.*

## Annex.

The adoption of the proposals made in this report has the following principal consequences on figures shown in the general report of the Fourth Committee to the 1937 Assembly:

- (a) The supplementary credits are *increased* from 424,781 to 1,177,338 Swiss francs (paragraphs 22 and 23);
- (b) The total expenditure budget is *increased* from 31,520,694 to 32,273,251 Swiss francs [paragraphs 23, 24, resolution II (2) and Annex];
- (c) The net amount of Egypt's contribution is *increased* from 204,677.35 to 204,908.10 Swiss francs (paragraph 24);
- (d) The income budget is *increased* from 31,316,016.65 Swiss francs or 22,150,023.07 gold francs to 32,068,342.90 Swiss francs or 22,682,148.34 gold francs [paragraph 24, and resolution II (2)];
- (e) The refund to the Members of the League is *increased* by one million Swiss francs (from 1,168,087.84 to 1,875,391.37 gold francs) and the balance provisionally unallocated of 1,977,241.29 Swiss francs transformed into an allocation to the Reserve Fund of 977,241.29 Swiss francs (paragraph 26).

The above changes will be made in the general report when it is reprinted after the Assembly.

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### (1) (b). Technical Collaboration between the League of Nations and China.

Communicated by the Council to the Assembly.

The attached report submitted to the Council by the Council Committee for Technical Collaboration with China was examined by the Council on October 1st, together with the resolution reproduced therein.

The Secretary-General was instructed to inform the Assembly that the Council, realising the gravity of the situation to which its attention was drawn, considers that the Assembly should be asked, during its present session, to increase materially the credit usually voted each year for technical collaboration with China in order to attain the purpose indicated in the report and resolution mentioned above.

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### REPORT BY THE CHAIRMAN OF THE COUNCIL COMMITTEE FOR TECHNICAL COLLABORATION WITH CHINA ON THE WORK OF THE COMMITTEE'S EIGHTH SESSION.

The Committee was instructed to examine a request of the Chinese Government for the immediate allocation of the whole of the credits available for technical collaboration between the League and China in the budgets both for the current year and for next year to "the

prevention and control of epidemics and the general relief of the civilian population and refugees". To that end, the Chinese Government considers that the provision of medical supplies and the assistance of health personnel should occupy a foremost place in any scheme that may be studied; it has already offered to contribute a sum of 160,000 Chinese dollars towards the expenses involved.

The information furnished by the Director of the Health Section on this question enabled the Committee to gauge the extent and urgency of the measures required to combat infection, and the inadequacy of the means at China's disposal for this purpose; it was thus called upon to submit the preliminary findings arrived at after a technical study of the question.

The Committee shared the anxiety to which present circumstances are giving rise, and expressed its desire to co-operate in the efforts that are being made. Compared with the immensity of the task which lies before her, the contribution which China may hope to receive will in any case prove infinitesimal: it is therefore obvious that, if it is not to be completely ineffective, this assistance must be limited, as regards both its geographical area and the means of action employed.

While acknowledging that it was not competent to express an opinion on the technical problems raised by the question referred to it, the Committee unanimously considered that the Secretary-General should be recommended to allocate without delay all the funds available under the above-mentioned credits to the assistance of China. It could not, however, but realise that the funds in question, which will presumably amount to 300,000 Swiss francs at the outside, are not commensurate with the amount of the contribution which the League, unless it is to incur the reproach of indifference, should provide.

It was of opinion that the most rapid means of obtaining a substantial increase in these funds would be for the Assembly, at its present session and as an exceptional measure, to agree to increase the credit allocated to technical collaboration with China. This would make it possible to carry out a scheme of assistance to be drawn up by the League's Health Committee or by some other *ad hoc* Committee which the Council might consider it expedient to set up for that purpose. It is in the light of the foregoing considerations that the Committee submits to the Council the following draft resolution.

The Committee also approved of the idea of approaching those countries which are particularly liable to the danger of infection and which might, for this very reason, be willing to contribute more directly towards the cost of the proposed assistance. The opinion was expressed that financial support of this kind was highly desirable and fully justified, and that the funds allocated in the League's budget would not really meet the object in view unless they were supplemented by the outside contributions referred to above.

"The Committee of the Council,

"Having considered the letter and memorandum addressed to the Secretary-General by the Chinese delegation, in which, after describing the critical situation existing in China arising from threatened or existing dangerous epidemic disease, the Chinese Government requests that all the available resources for technical collaboration with China be immediately employed in assisting the competent Chinese authorities to deal with the situation;

"Considering the possibility of the spread of epidemic disease, not only within Chinese territory but also across frontiers and overseas;

"Considering that the competence of the Committee is limited to technical collaboration with the Chinese Government, and particularly to placing at its disposal, as has been done in the past, advisers and technicians whose knowledge and experience are of particular value on coping with health problems;

"Convinced, moreover, that the extent of the problem to be dealt with will necessitate, as the memorandum in question shows, funds far exceeding the present available credits for technical collaboration with China;

"Considering, nevertheless, that it is not technically competent to express an opinion on the merits of any plan of action.

"Recommends the Secretary-General to provide at once all the necessary available funds in order to assist the Chinese authorities in the immediate organisation of anti-epidemic measures, possibly as part of, but without awaiting the initiation of, any wider scheme that may eventually be decided on;

"Draws the attention of the Council to the gravity of the situation which threatens, if assistance is not promptly forthcoming, to involve adjacent and even distant territories;

"Requests the Council to consider whether it would not be desirable to invite the Assembly, during its present session considerably to increase the credits that it is customary to vote each year for technical collaboration with China, so as to make available the funds necessary to carry out a scheme to be drawn up as soon as possible by the Health Committee or by a committee specially appointed for the purpose, on which, if necessary, expert advisers could be co-opted."

\*  
\*   \*  
\*

Geneva, September 24th, 1937.

LETTER FROM THE DELEGATION OF THE REPUBLIC OF CHINA TO THE SECRETARY-GENERAL.

*Note by the Secretary-General.*

At the request of the Chinese delegation, the Secretary-General has the honour to submit to the Council Committee on Technical Collaboration between the League of Nations and China the text of a letter from His Excellency Quo Tai-chi, together with the Memorandum referred to therein.

Delegation of the Republic of China to the  
Assembly of the League of Nations,

Geneva, September 21st, 1937.

In view of the emergency situation that has now arisen in China, the Chinese Government considers that it will not be practicable to carry out the normal programme of technical collaboration as proposed for 1938. It feels, however, that a great need will be served in

the present circumstances if technical assistance is given to the Chinese Government Departments in the prevention and control of epidemics and the general relief of the civilian population and refugees.

I have the honour, therefore, to request you to be so good as to convene a meeting of the Committee of the Council for Technical Collaboration with China as soon as possible to consider the details of a memorandum which I will submit in due course.

(Signed) Quo Tai-chi.

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*Memorandum on Technical Collaboration between China and the League.*

1. The Chinese Government finds itself faced with a problem of unparalleled gravity. The destruction of lives and property, consequent upon the outbreak of hostilities over very large areas of the country and affecting the principal ports of entry, has resulted in an acute shortage of medical and sanitary supplies of all kinds. The unprecedented intensity and inhumanity of the warfare has caused an enormous number of casualties amongst the general population in the cities attacked from sea, land and air, and amongst tens of thousands of refugees who had to be evacuated and who have to seek safety and shelter. Their situation is aggravated by the grim necessity for measures of national defence having to take priority over every other need, while interference with the normal maritime traffic renders it still more difficult to obtain the indispensable supplies, whether from areas in China less affected by Japanese aggression or from abroad. Air attacks have resulted in the destruction of modern civic institutions, built at the price of national effort during the past few years, thus rendering the organisation of relief measures increasingly difficult, even in main urban areas. The situation in the interior of the country is infinitely worse, since the requisite elements of medical and relief organisation must, of necessity, be improvised. The great movement of population has a trend towards the centre and south-west from the regions of the lower Yangtze valley and in the direction of the north-west from the southern littoral subject to continuous bombardment.

2. The outbreak of cholera in the south-west, quickly followed by a very rapid rise in cholera incidence in the region of Shanghai, was to be expected in the circumstances. Control measures, in which the League of Nations health expert and the director of the Health Organisation's Eastern Bureau at Singapore have collaborated, have temporarily checked the epidemic in the south-west, but the disease has now spread over the entire valley of the Yangtze. The central sanitary authorities have been investigating this spring, with the assistance of League health experts, two centres of plague in the northern region of the Province of Fukien and in certain areas of the Yangtze valley. Grave fears are entertained by the Health Administration of the Chinese Government that this winter, in view of the large movements of population and of troops, may bring a recrudescence of the disease in this endemic area, where, unfortunately, numerous cases of pulmonary plague have also been observed recently. The technical department of the Government also believes that, unless active steps are taken on a very considerable scale, small-pox, which is endemic in the areas of Hong-Kong and Canton, may aggravate the already alarming conditions.

In the view of the Government's technical advisers, experience has also shown that typhus will break out whenever large masses of population find themselves faced with famine and destitution. At present, this gloomy picture is further darkened by the innumerable casualties resulting from air attacks, bombardment and machine-gunning of refugees and the civilian population, for whom further medical and surgical relief must be provided.

3. In the view of the Government's advisers, measures of prevention such as the establishment of stations for the disinfection and disinsectisation of the moving population must be provided for on an unprecedented scale, together with a supply of drinking-water to prevent the outbreak of still further epidemic diseases, as well as temporary shelters, mobile hospitals and mobile feeding-centres.

4. The Chinese Government despite the difficulties of defence against external aggression, must assume responsibility for dealing with this situation out of obligation to their own people. In so doing, however, they are also protecting their neighbours against risks inherent in the spread of redoubtable epidemics by movements of millions along all the railways, canals, roads and across the country, towards shelter and the south-west frontiers of China.

5. The League has now in China, collaborating with the competent Government departments, one medical officer and two engineers. The Chinese Government desire to render tribute to their self-sacrificing and gallant efforts; but they wish to point out the urgent necessity of giving them assistance, so that their technical collaboration with the various central and provincial authorities concerned may be placed on a basis somewhat commensurate with the needs of the day.

6. Some six years ago, the League rendered the Chinese Government a very signal service at the time of the floods in the valley of the Yangtze in somewhat similar but infinitely less serious circumstances, although the population then affected, according to reports presented by one of the League experts, was not less than 50 millions.

The Chinese Government would therefore propose that, beginning from the third quarter of the current year and for the period of 1938, all the available resources provided for under Technical Collaboration between the League and China should be concentrated on strengthening a plan of sanitary defence and relief measures carried out under the authority of the central and provincial administrations in China.

7. Just as, in the aftermath of the great war, one of the first decisions of the League Council was the creation of an Epidemic Commission to deal with a somewhat analogous situation in Eastern Europe, the Chinese Government wishes to suggest that a similar organisation might be set up without delay in China. The Government would again repeat that all responsibility would rest with themselves: they would welcome additional anti-epidemic experts and medical organisers to extend and strengthen the work which has now been continuing for the past nine years. The number of experienced persons to be sent out would obviously depend on the resources available. In addition, for the various measures under the competence of the Public Works Department, it would be imperative that the collaboration of engineers should be made available.

8. The Chinese Government will be compelled to set up temporary and mobile centres of medical and surgical relief for the population

on the move, and their task, as pointed out, is rendered at the same time extraordinarily difficult and extraordinarily urgent. It would therefore suggest that, in any scheme that may be presented by the Secretariat to the China Committee, provision of adequate medical supplies and medical personnel on an organised basis should figure prominently.

Towards the expenditure so to be incurred under the League auspices, the Chinese Government would be prepared to contribute immediately the sum of 160,000 Chinese dollars, and would recall in this connection the precedent of the League Epidemic Commission referred to above.

9 The Chinese delegation will give every possible assistance to the Secretariat in working out in detail the necessary plans and estimates, but, in concluding, they would like to emphasise the extreme urgency of the measures to be taken.

## (2) Amendments to Article 1 of the Financial Regulations.

### *(Composition of the Supervisory Commission.)*

1. The 1936 Assembly appointed a Committee of three delegates to the Fourth Committee to examine the amendments which might have to be made to the provisions of Article 1 of the Financial Regulations referring to the composition of the Supervisory Commission and the renewal of its members.

2 That Committee's report is contained in document A.7.1937.X, dated April 9th, 1937.

3. The Fourth Committee has adopted the proposals contained in the document in question, the approval of which will enable the Assembly, in 1937:

(a) To extend the term of office of M. Jean Réveillaud until December 31st, 1938, and those of M. C. J. Hambro and M. Boris Stein until December 31st, 1939; M. Stein will then be re-eligible for a further period of three years;

(b) To replace the present text of Article 1 of the Financial Regulations by the provisions reproduced on page 5 of document A 7.1937.X;

(c) To elect two members for the period of three years ending December 31st, 1940.

On the other hand, the adoption of the report will deprive the Commission, at any rate for three years, of the services of its Chairman, M. Stefan Osusky, and of its Vice-Chairman, Lord Meston of Agra. At its seventh meeting, the Fourth Committee unanimously thanked these two distinguished men for the inestimable services they had rendered to the League of Nations in the last fifteen years as members of the Supervisory Commission.

### *Draft Resolution.*

4 The Fourth Committee accordingly has the honour to propose to the Assembly the adoption of the following resolution:

"The Assembly:

"Adopts the conclusions of document A.7.1937.X, dated April 9th, 1937, in regard to the amendments to Article 1 of the

Financial Regulations referring to the composition of the Supervisory Commission and the renewal of its members;

“Warmly thanks M. Stefan Osusky and Lord Meston of Agra for the inestimable services they have rendered to the League of Nations in the last fifteen years as members of the Supervisory Commission.”

(Adopted 30th September, 1937.)

## V.—FIFTH COMMITTEE.

### (1) Social Questions.

The Fifth Committee, following the procedure adopted by the new Advisory Committee on Social Questions, is this year submitting a single report to the Assembly. The present report therefore covers the following questions:

The work of the Advisory Committee on Social Questions: (a) organisation and methods of work; (b) child welfare; (c) traffic in women and children, including the work of the Conference of Central Authorities in Eastern Countries.

The question of assistance to indigent foreigners, which formed the subject of a special report, is also dealt with in the present report.

### I. WORK OF THE ADVISORY COMMITTEE ON SOCIAL QUESTIONS.

#### (a) *Organisation and Methods of Work.*

##### 1. *Introduction.*

This is the first Assembly to meet since the re-organisation of the former Advisory Commission for the Protection and Welfare of children and Young People. Child welfare is inseparable from the welfare of the family, and the new Committee was well advised to adopt the opinion expressed by the Fifth Committee in 1936, that, if the Advisory Committee's work is to be really effective and useful to the national Governments, it must take into account and follow the new tendencies of social work in the countries concerned.

The number of Governments represented on the Advisory Committee has been increased, and collaboration with international associations, which exercise a strong influence on public opinion, has been organised on new lines.

##### 2. *Future Activities.*

The Advisory Committee discussed the question from two points of view—the subjects to be studied and the method of work. With regard to the former, the Fifth Committee notes with satisfaction that the Advisory Committee has followed the suggestion made by the Assembly in 1936, and has decided to take as one of the first subjects of study the principles adopted for the administration and organisation of welfare work among the young, including social assistance, showing the part played by the authorities and by voluntary organisations respectively.

The Fifth Committee also supported the Advisory Committee's decision at once to place on its agenda the question of the training of persons engaged in social work; recognising that the training



of social workers lies at the foundation of social service, which, in the modern view, extends over the whole field of social welfare and assistance.

In addition, several delegates made suggestions which are worthy of consideration.

Reference was also made to the development of holiday camps and youth hostels.

The Roumanian delegation urged that the study of family desertion should be proceeded with, and the Fifth Committee expresses the wish that the Advisory Committee should examine the material which it has received on this subject.

With regard to the methods to be followed in future work, the Fifth Committee considers that the limits of every question to be investigated must be carefully defined. It is equally important that the object of any study should be clearly kept in view; for the same question can be approached from the same angle but with different objectives, ranging from the mere collection of material to a report accompanied by resolutions. The work should therefore vary between a simple exchange of views and detailed discussion.

### 3. *Liaison with Other Bodies.*

Hitherto the liaison established with other organisations (the Health Organisation of the League of Nations, the International Labour Office, the International Educational Cinematographic Institute in Rome, the International Institute of Intellectual Co-operation and the Mixed Committee for the Problem of Nutrition, etc.), has had too much the character of formal representation and there has not been enough technical collaboration. It appears to the Fifth Committee that social welfare work is growing in importance and is continually entering into new spheres. No exact division can be drawn between the field of economics and that of health and social welfare; they are mutually dependent and react one on the other.

Several delegates emphasised the need for ensuring the closest possible liaison between the Advisory Committee on Social Questions and other organs of the League. The Fifth Committee therefore recommends that the Advisory Committee should consider the question carefully in order to secure efficient technical collaboration.

The Fifth Committee notes that the Bureau of the Health Organisation, realising that the problems of hygiene, social welfare and economics in rural life are interdependent, is at present preparing a European Conference on Rural Life. The Bureau was of opinion that this Conference might be of interest to the Economic and Financial Organisation, the International Labour Office, the International Institute of Agriculture and the International Institute of Intellectual Co-operation.

Considering the wish expressed that liaison with other bodies should be strengthened, the Fifth Committee is of opinion that the Advisory Committee on Social Questions should be among the institutions invited to collaborate in the preparatory work of the European Conference on Rural Life.

### 4. *Publicity.*

The Fifth Committee entirely agrees with the opinion expressed by the Advisory Committee that, in the past, too little has been done to make the social work of the League of Nations known. It agrees with the Advisory Committee's recommendation that the Social Questions Section should periodically issue a review on the work of the

League in the social field. The Fifth Committee is convinced that such a review, the title of which might be "The League of Nations Review of Social Questions", will fulfil a real need at a time when interest in social welfare work is greater than ever before. Moreover, as a result of the growing number of professional social workers, a publication giving information on an international basis has become particularly necessary. The documentary part of this review would, it is felt, be of great assistance to Governments when drafting new social legislation.

After an examination of all the aspects of the question, the Fifth Committee recommends to the Assembly that this review should be issued.

### (b) *Child Welfare.*

#### 1. *The Neglected and Delinquent Child.*

The most important enquiry completed this year in the field of child welfare is that on the neglected and delinquent child. Ever since its first session in 1925, the former Child Welfare Committee has pursued this study under several aspects—the organisation and functioning of juvenile courts, auxiliary services to juvenile courts, institutions for neglected and delinquent children, child welfare councils, etc.—and the Committee has published a series of reports.

At the 1937 session, the Advisory Committee considered a number of conclusions drawn up by a specially appointed sub-committee. It adopted these conclusions as a whole and decided that they should be printed, together with the resolution adopted by the 1935 Assembly concerning the imprisonment of children.

The Fifth Committee greatly appreciates the value of this work and wishes to refer back to the corresponding chapter in the report on the work of the Advisory Committee on Social Questions in 1937 and the printed document containing the Advisory Committee's conclusions on this subject. It expresses the hope that these documents will receive the fullest publicity.

The Committee recognises that the study could be carried further by making an enquiry into the organisation and functioning of institutions performing duties which in other countries are entrusted to juvenile courts—such as the child welfare councils in Scandinavian countries. It approves, however, the decision of the Advisory Committee not to make a special enquiry into this subject for the present, but to include it later in its general programme.

#### 2. *Cinema.*

The Advisory Committee possesses a good deal of material on the question of the recreational aspects of the cinema and the organisation of special performances for the young. It has also enquired into the possibilities of producing special films for young people. The Fifth Committee notes the decision of the Advisory Committee to complete its documentation on this subject and to discuss it on the basis of a final report to be presented in 1938.

#### 3. *The Placing of Children in Families.*

With regard to the question of the placing of children in families, the material collected by official questionnaires has been completed from various sources, and the Advisory Committee's report shows that it has been rearranged according to a definite plan.

The Fifth Committee points out the difficulty of separating child welfare from other social questions. The study of a specific problem can hardly be completed without touching on the field of general

child welfare work. Although the study of the placing of children in families originated as one of the stages of the enquiry into the problem of the neglected and delinquent child, it was soon felt that the study could not be limited to one narrow aspect, and, consequently, the Committee decided to pursue the study of this question on more general lines. It appears from the Committee's report that this study may be presented in a final form at the 1938 session.

#### *4. The Child born out of Wedlock.*

Several aspects of this question have been studied in the past. The Fifth Committee notes the decision of the Advisory Committee to complete this material where necessary and to present it in the form of an analytical study.

#### *5. Activities of the Secretariat as an Information Centre for Matters connected with Child Welfare.*

The work of the Information Centre developed satisfactorily during the past year and the Centre is now beginning to fulfil the purpose which was assigned to it by the Committee. The Centre summarised and published the annual reports sent in by Governments between January 1st, 1936, and April 15th, 1937, concerning their activities in the sphere of child welfare.

It has published the texts of important laws on child welfare which have come into force in the course of the past year, and certain administrative provisions which are of special interest. Some documents give general information on questions which were, or still are, being studied and discussed by the Committee on Social Questions.

The Information Centre has collected information in respect of twenty-three countries and two mandated territories, in respect of national organisations which deal wholly or mainly with child welfare. It has compiled a card index of international organisations dealing with different aspects of child welfare, and a list of the names and addresses of official organisations in different countries with which members of the Committee can correspond on questions connected with child welfare. It has also continued to collect and classify unpublished material regarding the questions to which it has been invited to devote attention. It has replied, in so far as the information at its disposal allowed, to requests for information from official services and from private individuals and organisations.

The work of the Information Centre was greatly helped by the fact that the Library has now completed the arrangement of its collection of social documents.

### *(c) Traffic in Women and Children.*

#### *1. Progress of International Legislation.*

Last year, the Assembly expressed satisfaction with the progress in international legislation on the traffic in women and children. The situation continues to be satisfactory. The 1921 International Convention for the Suppression of the Traffic in Women and Children has been ratified since the last Assembly by Turkey; the 1923 International Convention for the Suppression of the Circulation of and Traffic in Obscene Publications, by Afghanistan and Salvador. Fifty States are thus parties to the first-named and forty-eight States to the latter Convention. The above figures do not include a large number of colonies, overseas possessions, protectorates or mandated

territories which are also bound by the provisions of these Conventions, so that, geographically, their application is even wider than the number of countries parties to them might suggest. In fact, universal application does not seem to be very far distant.

The last Convention in this field, the Convention for the Suppression of the Traffic in Women of Full Age, concluded at Geneva on October 11th, 1933, has been ratified since last September by Greece, the Netherlands and Portugal, thus bringing the number of States parties to the Convention up to twenty-two. The Fifth Committee expresses the hope that more countries will adhere to this international instrument as soon as possible.

The latest development is the draft Convention for the suppression of the exploitation of prostitution, which is designed to fill the gap left by the existing Conventions. Last year this draft Convention was sent to the Governments for their observations, and replies were received from thirty-seven Governments. When these replies were considered by the Advisory Committee on Social Questions at its first session in April 1937, it became evident that the Convention, which was framed on abolitionist lines, could not be accepted by regulationist countries, and that it would be necessary for the latter to make reservations in respect of the main operative articles.

In these circumstances, it was decided to appoint a Sub-Committee to consider the best way of meeting this difficulty. This Sub-Committee met in Paris in June 1937, and its report has been presented to the Council. In addition to proposing some changes in the draft of the Convention, the Sub-Committee recommended that instead of making reservations the regulationist countries should, at the time of signature, make a declaration that they are in agreement with the principles of the Convention and will endeavour to change their legislation within the next few years. The report of the Sub-Committee is being referred by the Council to Governments, and it is hoped that, if the proposals meet with general agreement, the question of convening an inter-Governmental conference to conclude the Convention can be decided at the Assembly of 1938.

## 2. *Annual Reports of Governments on the Traffic in Women and Children and on Obscene Publications.*

Unfortunately, the position with regard to the annual reports of Governments on the traffic in women and children and on obscene publications is not considered equally satisfactory by the Fifth Committee, which was informed that, in spite of previous appeals, only fourteen Member States and two non-member States had submitted reports for 1935/36. Considering that these annual reports constitute the chief source of information for carrying out the task of "general supervision over the execution of agreements with regard to the traffic in women and children" entrusted to the League of Nations by the Covenant, the Committee is of opinion that a new effort must be made to improve the situation. The chief value of these reports lies in the fact that they enable the situation in different countries to be compared.

The Fifth Committee expresses the hope that with the drawing-up of the new questionnaire, which will serve as the basis of the annual reports, a larger number of countries will be induced to submit reports to the Secretariat and thus facilitate the supervision of international agreements.

### 3. *Abolition of Licensed Houses.*

The Fifth Committee notes with satisfaction that a considerable advance has been made in various countries within the last year. Three new laws or bills have been notified to the League Secretariat: the Argentine Republic has promulgated an Act for the prevention of venereal disease; a Bill submitted to the Uruguayan Parliament contains similar provisions; finally, a French Bill concerning the prophylaxis of venereal disease and the repression of public incitement to immorality and of procuring is now before the French Senate; if this Bill becomes law it will constitute an important stage in the history of the long struggle against licensed houses and the system of regulation.

The Committee also took note of communications received by the League of Nations Secretariat with regard to impending abolitionist legislation in Mexico and of statements made to the Advisory Committee on Social Questions by the Japanese and Belgian delegates, foreshadowing future developments. It was also glad to note that in Egypt a Bill for the abolition of regulated prostitution had been submitted to Parliament.

### 4. *Rehabilitation of Prostitutes.*

The enquiry into measures of rehabilitation is nearing its final stage, and the sections on the antecedents of prostitutes and on the part played by social services in the treatment of venereal disease will be issued soon. An early publication of this information will be of great service to countries contemplating the creation or extension of such services.

The enquiry into preventive measures regarding prostitution, with special reference to minors, forms the logical continuation of the study on the rehabilitation of prostitutes. The Fifth Committee agrees with the opinions previously expressed by the Traffic in Women and Children Committee and the Advisory Committee on Social Questions. The study should not be limited only to the problem of rehabilitation as such but should also cover the important question of prevention.

A plan of work is now being prepared by the Rapporteur in collaboration with the League Secretariat. Well-planned legislation and other measures can reduce prostitution considerably from its present dimensions. Up to a certain point, the means to this end are the same as those which are or should be employed in dealing with juvenile delinquents in general. Some of the causes of prostitution can be remedied by general measures dealing with delinquency. There are also other important factors leading girls into prostitution, which are of minor or no importance as far as delinquency is concerned. It is these aspects of the question which, in the opinion of the Fifth Committee, should be especially examined.

### 5. *Conference of Central Authorities in Eastern Countries.*

The Fifth Committee expresses its appreciation of the successful results of the Conference held at Bandoeng in February 1937 under the auspices of the League of Nations, and is pleased to observe that the Conference unanimously supported the abolitionist system as the final goal of future policy.

The main discussion in the Fifth Committee was concerned with the Conference's proposal for the establishment of a League of Nations Bureau to serve as a centre of information relating to the traffic in women and children in Eastern countries, and to co-ordinate

the measures taken by the responsible authorities in the countries concerned. In making this recommendation, the Conference appears to have had in mind the work done by the Eastern Bureau of the International Health Organisation at Singapore in the prevention of epidemic disease and in promoting the circulation of information relating to such disease, and to have considered that, on the analogy of this Bureau, the League of Nations might fulfill a similar duty by facilitating the collection and distribution of information relating to the international traffic in women and children.

The Fifth Committee is unanimously in favour of the creation of a Bureau for the purpose indicated, and devoted much time to an examination of the manner in which this recommendation of the Conference could best be carried into effect. It is evident that the organisation of such a Bureau involves a number of detailed considerations, as for instance the precise duties which the Bureau will perform, the size of the staff, the responsibility for its control, and where it would be situated. A still more important question is the exact relation in which the proposed Bureau would stand to the League of Nations, and to what extent there could be an exchange of information and other assistance. Without an answer to some or all of these questions, it was difficult to arrive at any satisfactory estimate of the annual cost of maintaining such a Bureau; nor was it in a position to suggest how the cost should be distributed. As the scheme is in some degree experimental, it was suggested that it might be desirable that the Bureau should be established, in the first instance, for a period of ten years, and, at the end of that period, the question of its extension could be considered in the light of the experience which had been gained.

In view of all these considerations, the Fifth Committee concludes that the details of the scheme could be best worked out by direct consultation with the competent authorities of the Governments interested, and that the League of Nations should take the initiative by sending an expert adviser to discuss the matter on the spot with these authorities.

## II. ASSISTANCE TO INDIGENT FOREIGNERS.

The Fifth Committee had under consideration the question of assistance to indigent foreigners. It takes note that, at its ninety-eighth session in September 1937, the Council considered the replies of Governments on the second draft multilateral Convention for the Assistance of Indigent Foreigners, and finding how much the suggestions submitted varied in content and character, decided to refer these observations to the Committee of Experts.

This Committee of Experts, which will be convened early in 1938, is requested by the Council to study the replies from Governments on the second draft multilateral Convention, together with the material obtained by an enquiry into the practical measures applied to indigent foreigners.

The Fifth Committee hopes that the Committee of Experts will succeed in its work, and that it will make practical proposals to the Council to improve, through international action, the precarious situation of indigent foreigners.

The Fifth Committee notes that the International Institute for the Unification of Private Law at Rome has already thoroughly examined the question of the execution of maintenance obligations abroad. The Secretariat was represented at a meeting of experts

in Brussels in August 1937, arranged by this Institute. This Committee of Experts drew up a set of principles which might form the basis for an international convention. The Committee will meet again at the beginning of 1938 to draw up the final text of a draft convention.

The Fifth Committee expresses the hope that the study of this question will soon be brought to a satisfactory conclusion.

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In conclusion, the Fifth Committee submits to the Assembly the following resolutions:

### "I.

"The Assembly,

"Convinced that social welfare work and hence the training of those who take part in this work are becoming increasingly important;

"Considering that, in view of the complexity of the problems, both theoretical and practical instruction must be given:

"Notes with satisfaction the decision taken by the Advisory Committee on Social Questions to give priority to a study of the training of persons engaged in social work, which the former Child Welfare Committee had been studying for several years under different aspects;

"Recommends the Advisory Committee on Social Questions to continue this study with all the attention which the importance of the subject merits.

### "II.

"The Assembly,

"Recalling the resolution of the Seventeenth Assembly concerning better co-operation between the Advisory Committee on Social Questions and the Organisations dealing with different aspects of social questions;

"Considering that no exact division can be drawn between the fields of economics, health and social welfare;

"Considering, moreover, that the present system of liaison between the Advisory Committee on Social Questions and other bodies is incomplete because it is unilateral;

"Considering that many questions dealt with by various organs of the League, and, in particular, the problems of nutrition, housing, health and rural reconstruction, etc., have an important social welfare aspect:

"Recommends that the Advisory Committee for Social Questions should examine the possibility of securing technical collaboration of a reciprocal character with other bodies;

"Recommends that in future, when such questions are dealt with, either by means of enquiries or conferences or by other methods, active and direct collaboration should be established between the competent organs of the League interested in the various aspects of those questions.

### "III.

"The Assembly,

"Noting that the social work accomplished by the League of Nations is not as widely known as its importance merits;

"Considering the general agreement on the need for a periodical review of social questions and the valuable assistance which it could give to persons and bodies interested in such questions:

"Recommends:

"(1) That the publication of a review of social questions should be undertaken;

"(2) That the review should be placed under competent editorship and should be made as attractive and interesting as possible;

"(3) That, in accordance with the suggestions made by the Advisory Committee on Social Questions, this review should contain, *inter alia*, particulars of the principal laws and administrative measures introduced in various countries; an analysis of material collected by the Information Centre and the Library; an account of the work done by the Advisory Committee and the Assembly at each session; selected bibliographies and reports of Congresses, conferences, etc.; an analysis of information received from voluntary associations; articles on subjects discussed by the Advisory Committee and the Assembly;

"(4) That the review should be published quarterly in the two official languages and that the Secretary-General should examine the possibility of publishing the bulletin in other languages, especially in Spanish.

### "IV.

"The Assembly,

"Having regard to the provisions of Article 23 (c) of the Covenant, by which the League of Nations is entrusted with the general supervision over the execution of agreements with regard to the traffic in women and children;

"Noting with satisfaction that the conference of central authorities in Eastern countries, which was convened by the League of Nations and which met at Bandoeng in February 1937, reached unanimous conclusions as to the measures to be taken by Governments in the East to deal with the traffic in women and children;

"Having examined the recommendations of the Conference, which are designed to secure closer co-operation between the authorities concerned and to ensure more effective co-ordination of their effort.

"Noting, in particular, that the Conference recommended, as the best way of attaining these objects, the creation of a Bureau of the League of Nations in the East to receive and circulate information relating to the traffic in women



and generally to promote collaboration between Eastern countries in this field;

"Considering that, while it is desirable that a Bureau should be set up for the purposes aforesaid, the details of the scheme require fuller examination:

"Asks the Council of the League of Nations to appoint an expert adviser to discuss the matter as soon as possible on the spot with the competent authorities of the Governments interested; and

"Recommends that the necessary financial provision for this purpose be included in the budget of 1938.

"V.

"The Assembly takes note of this report and adopts its resolutions and conclusions."

(Adopted 4th October, 1937.)

## (2) Traffic in Opium and Other Dangerous Drugs.

The Fifth Committee noted an *aide-mémoire* submitted by its Rapporteur on the general situation with regard to the campaign against the traffic in narcotic drugs. The detailed discussion which followed, in which a large number of delegations took part, is evidence of the increasing importance which Governments attach to the work done by the League of Nations in this field. It further shows that Governments are increasingly aware of the necessity for a continually closer co-operation with a view to combating an evil which constitutes a danger even for countries which have not hitherto felt its effects.

The discussion afforded an opportunity to the delegates of various countries to define the attitude of their respective Governments on points raised in the *aide-mémoire* of the Rapporteur and to submit further information as to the situation in the various States. The Fifth Committee concentrated its attention, however, on the following aspects of the question:

The results of the application of the existing Opium Conventions;

The situation in the Far East, which is essentially connected with the problem of clandestine manufacture and the illicit traffic; and

The preparatory work with a view to a Conference to draw up a convention for the limitation of the cultivation of the opium poppy and the production of raw opium.

It would appear from the discussion that the application of the International Conventions is becoming both wider and stricter and that there is closer co-operation between Governments and between the Administrative and Police Services. The result has been a marked and undoubted improvement in the situation, especially in the direction of limiting the lawful manufacture of narcotic drugs to the world's medical and scientific needs. On the other hand, the prevalence of clandestine manufacture and a deterioration in the position as regards the production of opium and the abuse of opium and drugs in certain regions of the Far East are problems which give rise to anxiety and for which it is important to find a solution if the progress achieved is not to be seriously imperilled.

The Fifth Committee attaches all the more importance to the preparatory work for a conference for the limitation of the cultivation of the opium poppy and the production of raw opium because it is convinced that international control over the production of the raw material will greatly facilitate the suppression of clandestine manufacture and illicit traffic by striking at the root of the evil.

#### *I.—Further Information in regard to the Situation in Certain Countries.*

Before dealing with the three points referred to above, mention may be made of some important information contributed during the discussion by the delegates of several countries in regard to other matters.

In Mexico, the menace arising from narcotic drugs has led the Government, not only to strengthen existing measures of repression, but also to entrust to a single body the campaign against narcotic drugs with a view to achieving the necessary co-ordination of administrative services. A special committee, the Auxiliary National Committee of the Department of Public Health, has been created and has been working since May 18th, 1937. It has been instructed to study and to settle any problems relating to dangerous drugs and, among other things, to propose such legislative changes as appear to be desirable.

In the Union of Soviet Socialist Republics, the process of administrative centralisation has, according to the declarations of the delegate of that country, been completed under the system of monopoly in force. That system is intended in the first place to limit the cultivation of the opium poppy to the amount required for medical purposes and scientific research. The State thus holds a monopoly over the cultivation of the poppy, over the production of morphine and derivatives of opium, and finally over sales, which are exclusively effected by State institutions and pharmacies. In accordance with decrees issued in 1936, all questions concerning the production, distribution and control of narcotic drugs are concentrated in the hands of the Peoples' Commissariat of Public Health, which centralises the activities of all the Commissariats of the Federated Republics. The results of this system are shown by the fact that, in spite of increasing medical needs, the plantations far from increasing, have diminished and no opium of Soviet origin has been discovered in the illicit traffic.

Several delegates, particularly those of Poland and Venezuela, drew attention to another aspect of the campaign against narcotic drugs—namely, the need for propaganda in medical and auxiliary medical services against the dangers of drugs addiction. Reports on the illicit traffic have shown that the responsibility for certain cases of addiction sometimes rests with persons belonging to those professions. It accordingly appears to be necessary to spread a more exact knowledge of the dangers arising from the use of narcotic drugs among the classes concerned. This propaganda has been actively pursued in Poland and Venezuela.

The delegate of Poland also drew attention to researches made in Poland and in certain other countries into analgesic drugs which do not give rise to addiction.

## II.—Results of the Application of the Convention: Ratification of the Convention of 1936.

The Fifth Committee was glad to note the large number of States which were parties to the first three Opium Conventions. Sixty States are parties to the Hague Convention of 1912; fifty-four States are parties to the Geneva Convention of 1925; sixty-two States are parties to the Limitation Convention of 1931. These figures show that the system of control thus established is applied almost universally.

The Committee was happy to note the significant results achieved by the application of the Conventions. An examination of the statistics for the period of five years from 1931 to 1935, not only shows that the total volume of legitimate manufacture of drugs has been considerably reduced, but also indicates quite definitely that manufacture is being stabilised at the level of legitimate world needs.

The Advisory Committee has pointed out that the average world needs for legitimate purposes during this period amounted in respect of morphine to about 29 tons annually, in respect of diacetylmorphine to about 1 ton, and in respect of cocaine to about 4 tons, and that during that period these three drugs were not manufactured in excess of legitimate requirements.

It is true that the manufacture of morphine showed an increase in 1936, but this increase, however, was mainly due to a growing use of morphine for the manufacture of codeine and dionine and, as these drugs are required for medical purposes, there is no ground for anxiety.

This very encouraging result is due to the establishment by the League of Nations of a system of national and international control and to the readiness with which Governments have accepted obligations and have co-operated with one another for the welfare of their peoples.

On the other hand, the Fifth Committee regrets that the Convention of 1936 for the Repression of Illicit Traffic in Dangerous Drugs, signed by thirty-two States, has as yet been ratified only by the Government of India. It learned, however, with satisfaction that Australia, the United Kingdom, Canada, China, Cuba, Japan, the Netherlands and Yugoslavia were taking steps with a view to ratification. The Cuban delegate informed the Committee that for practical purposes the provisions of Article 11 of the Convention had already been applied in his country, since there existed in Cuba a Central Office entrusted with the control of narcotic drugs, dependent on the Ministry of Public Health and corresponding to the central office contemplated by the article in question. Moreover, a specialised police service facilitated the repression of the illicit traffic.

The Fifth Committee would recall that this Convention, as was pointed out especially by the delegates of Belgium and Australia, which was intended to increase the penalties applied to traffickers and to ensure a more effective procedure in prosecuting their activities abroad, particularly by means of extradition, was framed with the idea that it would be concluded and ratified as a matter of urgency, since its provisions offered in certain cases the only effective means of proceeding against the traffickers and thus filled an important gap in existing international legislation. The Convention itself represents a new extension of international penal law directed against criminal acts which affect the international community as a whole. States are coming increasingly to recognise the necessity of imposing very heavy

penalties, including severe sentences of imprisonment, as an effective means of striking at the illicit traffic. The Committee was glad to learn that several countries, such as China, Siam, Canada, France (in the case of Tunis), as well as the International Settlement of Shanghai, had increased existing penalties and it received with interest a declaration from the delegate of Bulgaria that his country was taking steps to strengthen the Bulgarian legislation and to provide penalties of imprisonment for offences in connection with the illicit traffic. It also heard with satisfaction a statement by the delegate of Yugoslavia to the effect that the competent authorities of his country were contemplating the necessary measures to render existing penalties more severe.

The ratification of the Convention of 1936 is a necessary and logical culmination of the repressive system.

The Fifth Committee unanimously urges Governments to respond to the appeal of the Advisory Committee asking them to take the necessary measures to ratify or to adhere to the Convention as soon as possible.

### III.—*Situation in the Far East: Clandestine Manufacture and Illicit Traffic.*

The Fifth Committee, deeply impressed by the alarming account of the situation in the Far East given by the Advisory Committee in its report to the Council, discussed this question at some length. The attention of the Committee was drawn to certain statements made in the Advisory Committee: in spite of the progress achieved by the Chinese Government in the effective application of the six-year plan, which aims at decreasing the cultivation and use of opium and the non-medical use of narcotic drugs with a view to complete suppression in 1940, the situation in the regions of China subject to Japanese influences deteriorated during the years 1936 and 1937. Statements made by the delegate of the United Kingdom tended to confirm that information furnished on this subject to the Advisory Committee by the representative of the United States of America, both as regards the decrease in the production of raw opium in the three provinces of China which are the principal producers of opium in the south of the Great Wall, and as regards the increase in the production of raw opium, of the clandestine manufacture of drugs and of the illicit traffic in all the regions subject to Japanese influence, particularly in Manchuria, Jehol and the Province of Fukien.

The gravity of this situation is further attested by the annual reports furnished by the Government of China. The report for 1935 shows that in that year, in seven provinces only, at least fifty-seven cases of illicit manufacture were discovered, exclusive of the provinces which are the principal producers of opium, in regard to which information is lacking. The figures showing seizures effected by the Chinese authorities in 1935 are also significant (167 tons of raw opium, half a ton of heroin, quarter of a ton of crude morphine, quarter of a ton of morphine and seven and a half tons of red and white pills).

The delegate of China drew the attention of the Committee to the danger which threatened, not only the whole of China, but also the rest of the world from the situation existing in Chinese territories under Japanese influences in respect of narcotic drugs. According to him, the whole work of the Advisory Committee and of the League of Nations in this field was in danger of being compromised in three

directions: the existence of clandestine manufacture in the above-mentioned territories put out of gear the machinery of the Conventions under which the control of legitimate manufacture was assured; the notorious inadequacy of the penalties applied by Japan to the Japanese nationals in China paralysed the efforts of the Chinese Government in repressing the illicit traffic; and, finally, the increase of the production of raw opium in Manchuria and Jehol rendered inoperative in advance any effort made by the League of Nations with a view to a limitation of the production of raw materials.

As a result of these conditions, the evil arising from narcotic drugs is tending to spread in different parts of the world. Manufactured drugs derived from opium, which formerly were transported from Europe towards the Far East, are now being conveyed illicitly from the Far East towards North America, Egypt and Europe, and Canada has been obliged to adopt special measures to stop the flow of narcotic drugs coming from the Far East towards the Pacific coast.

The Fifth Committee is unanimously of opinion that such a situation should not be allowed to continue and feels it its duty to draw the attention of public opinion to the danger involved. It has learned with satisfaction that the Japanese Government has reinforced Japanese legislation against illicit traffickers by means of three new ordinances applying to Japanese nations in China, and that it is proposing to ratify the Convention of 1936 for the Repression of the Illicit Traffic as soon as possible, a step which would involve an obligation to provide more severe penalties. It was further informed of the law relating to narcotic drugs, put into force in "Manchukuo" in July 1937, which provided severe penalties. The Fifth Committee, however, feels it necessary to address a pressing appeal to the Japanese Government urging it to give careful attention to the weight of evidence furnished to the League of Nations in respect of clandestine manufacture and the traffic in drugs in China for which Japanese subjects are responsible and to adopt the most effective measures possible to remedy such a state of affairs. It trusts, also, that the Chinese Government will not relax its efforts to deal with the opium problem and the abuse of narcotic drugs in China.

The Fifth Committee also hopes that the closer co-operation now existing between China and the Treaty Powers, which has enabled the situation in the International Concessions to be improved, will continue to develop in practice.

The Fifth Committee concluded its discussion on the situation in the Far East by adopting the following resolution:

"The Fifth Committee,

"Considering the serious situation existing in the Far East as revealed by the discussions held at the twenty-second session of the Advisory Committee on Traffic in Opium and Other Dangerous Drugs and by additional information furnished to the Fifth Committee;

"Considering further that such a situation constitutes a danger, not only to China, but also to the whole world:

"Endorses fully the resolution on the subject adopted by the Opium Advisory Committee at its last session which was approved by the Council;

"Repeats its previous earnest appeals to the Japanese Government to take effective measures without delay to put an end to the clandestine manufacture and illicit traffic carried on by Japanese subjects in China and requests the Japanese Government to inform the Opium Advisory Committee of the action which is being taken;

"And trusts that the Chinese Government will not relax its efforts in the face of an admittedly difficult situation, and that it will be able to report to the Opium Advisory Committee a progressive improvement in the situation in the regions in China to which neither Japanese nor other foreign influence extends."

#### IV.—*Preparatory Work with a View to a Conference for the Limitation of the Cultivation of the Opium Poppy and of the Production of Raw Opium.*

The Fifth Committee discussed at length the various aspects of this question. There was unanimous appreciation of the progress achieved by the Advisory Committee at its last session, both as regards the settlement of matters of principle on which the interested States had expressed agreement and as regards the decision of the Advisory Committee to form itself into a sub-committee for the preparatory examination of the problem.

The Fifth Committee emphasised the need for limiting the production of raw material and pointed out that without such limitation international control of the drug traffic must be incomplete. If there is an excessive production of raw material, the surplus inevitably feeds the illicit traffic and all countries alike are liable to be invaded by this traffic.

Reference was made to various factors which are favourable to progress at the present time in the work of limitation, as for instance the fall in prices, the decrease in exports and the accumulation of considerable stocks. The producing countries, in fact, have a direct interest in obtaining, by international arrangement, certain access to a limited but sure market.

Just as the manufacture of narcotic drugs has been reduced to the level of the medical and scientific needs of the world, the production of raw opium must be brought within the quantities necessary to supply legitimate world needs. The total world needs in raw opium have been estimated at a little over 1,000 tons. World production, excluding two large producing countries, Afghanistan and China, amounted on an average in the period 1929 to 1935 to approximately 1,600 tons, to which must be added the enormous amount of accumulated stocks, which would alone suffice to meet legitimate world needs for a period of two to three years. Excess production on such a scale renders necessary a limitation of the production of raw materials both from the humanitarian and economic points of view. This new task will be the logical conclusion of all the work so far done to ensure an effective control of narcotic drugs. It will close the circle of limitation.

The Fifth Committee was glad to hear in this connection a declaration of the delegate of Yugoslavia to the effect that his Government was prepared to co-operate in the proposed conference. It also heard with interest a declaration of the delegate of Iran affirming that the

Iranian Government, according to a definite plan, had decided progressively to eliminate the cultivation of the opium poppy, regard being had to the economic situation of the country and the interests of the farmers. In the province of Fars and some other departments, the cultivation of the opium poppy was totally prohibited and, since 1937, had been completely suppressed. There is evidence to show that the same tendency rules in all the principal producing countries. The area under poppy cultivation in British India was deduced in the period 1930 to 1935 by about four-fifths, while in Turkey and Iran in 1935 the area under cultivation was less than half what it had been in 1931. Finally, in China the plan of the Chinese Government, which aims at the total abolition of the cultivation of the opium poppy by 1940, is in process of execution.

Such are the principal encouraging factors which justify the hope that the work of the Advisory Committee and that of the future conference will result in a convention for the purpose of organising and controlling a movement already begun. The Fifth Committee in this connection has noted with interest the principles which form the basis of the plan of limitation submitted for the consideration of the Advisory Committee by the French delegation.

The Fifth Committee does not underestimate the difficulties which remain, in view of the complexity of the problem to be solved and the necessity of having regard to all its economic and social consequences. It is happy to observe that the studies undertaken by the Advisory Committee do not lose sight of any of these elements, such as the difficulty of fixing limits for the production of a crop which varies greatly in quantity and quality from one season to another and from one country to another, or the difficulty of replacing one crop by another in such a way as will enable the new product to be marketed at a remunerative price both at home and abroad. It appreciates the fact that conditions have already appeared sufficiently favourable as to have led certain Governments, such as the Governments of India, Iran, Turkey, the Union of Soviet Socialist Republics and Yugoslavia, to embark upon a replacement of crops without serious prejudice to their national economy.

The Fifth Committee is unanimously of opinion that the limitation of the production of raw opium will exert a favourable influence upon the measures taken to bring about a gradual and effective suppression of opium smoking, a policy to which the States concerned are committed by Article 6 of the Hague Convention. The large amount of smuggling at present taking place, which is the inevitable result of an excess production of raw materials, has always been regarded as the principal obstacle to the suppression of opium-smoking. If, by dealing with the problem of raw materials, smuggling can be reduced, the opium-smoker will no longer be able to obtain supplies from this source and will be compelled to obtain his supplies from legitimate sources. Thus, a contraction of the illicit market will facilitate the introduction of a system of licences and even of rationing, which is a first stage towards the suppression of opium-smoking.

For that reason, the Fifth Committee agrees with the Advisory Committee that the programme of the future conference should be sufficiently wide to include any problem, such as the problem of opium-smoking, relating to the use of the opium poppy and of raw opium. The programme of the conference should also cover the direct extraction of morphine from the dried poppy plant.

The Fifth Committee desires to express its approval of the programme of work and of the procedure adopted by the Advisory Committee as explained in its report to the Council. It would emphasise the necessity of continuing this work with the utmost care, but also with all possible speed, in the hope that the Advisory Committee may be able to determine at its next session the principles which may serve as a basis for a draft Convention to be submitted to the conference.

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In this report, the Fifth Committee has felt it necessary to emphasise the darker aspects of the situation, so that the facts may be fully known and so stimulate the efforts which are required in the future to find a solution. Nevertheless, it would affirm its conviction that the humanitarian work of the League of Nations in the campaign against narcotic drugs is one of the activities of the League which has had most effective results. This is an activity which best illustrates what may be achieved by such technical supervisory organisations as only the League of Nations is able to place at the disposal of Governments. Technical machinery, however, would in itself be ineffective if co-operation were lacking. It is only by this combination of technical activity and of co-operation between all States that complete success may ultimately be obtained.

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Finally, the Fifth Committee proposes that the Assembly should adopt the following resolution:

"The Assembly takes note of the report submitted by the Fifth Committee and adopts its conclusions and the resolution contained therein."

[Adopted 2nd Oct. 1937.]

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### (3) Penal and Penitentiary Questions.

As has been the custom for a number of years, the Secretary-General has submitted to the Assembly a report on penal and penitentiary questions (document A.23.1937.IV), which was examined by the Fifth Committee.

#### *I.—Treatment of Prisoners.*

During the past year, the Governments of the Free City of Danzig, Finland, France, British India, Mexico, Norway, Portugal, Siam and Sweden, have sent to the Secretary-General reports on the treatment of prisoners in their countries. Since, in 1930, the League put the item Penal and Penitentiary Questions on its agenda, more than forty Governments have submitted to the Secretary-General such reports.

This information has been sent to the League in connection with the Standard Minimum Rules for the treatment of prisoners, drawn up by the International Penal and Penitentiary Commission and recommended by the Assembly of the League of Nations. These rules



lay down the minimum below which, in the opinion of the League, no penitentiary system should fall. They indicate in fifty-five articles, the minimum conditions which should be observed by all States in the treatment of persons deprived of their liberty.

At the request of the League, numerous Governments have distributed to their competent national authorities copies of the Standard Minimum Rules. Their circulation all over the world has induced Governments to compare their penitentiary system with the recommendations of the League. Several States have recently promulgated new decrees or laws dealing with the treatment of prisoners and, in so doing, have taken due account of the minimum rules.

It is impossible to enumerate here the progress which has been achieved with regard to a more scientific and more humane treatment of prisoners in the course of recent years. One event, however, needs particular mention and has brought great satisfaction to the Fifth Committee, it is the decision of the French Government to bring to an end the system of sending convicts to Guiana. Since last year, no prisoner convicted in France has been sent overseas.

The Fifth Committee expresses the hope that in accordance with the Assembly resolution of 1934, Governments will continue to keep the League informed as to their penitentiary reforms and that the Secretary-General will make public such reports once a year and transmit them to Governments and the International Penal and Penitentiary Commission. This information is of great value for all national authorities interested in the improvement of prison administration. The exchange of such information stimulates progress in the field and is one of the means by which the League can help to improve the treatment of prisoners.

## II.—*Enquiry into the Number of Prisoners.*

Last year's Assembly decided to have recourse to the good offices of the International Penal and Penitentiary Commission, asking it to institute an enquiry into the number of prisoners over 18 years of age and into the measures taken in different countries during recent years with the object of reducing the number of prisoners. The Secretary-General of that Commission who, as in previous years, has been invited to take part in the discussion of the Fifth Committee on Penal and Penitentiary Questions, has reported that the enquiry suggested by the last Assembly has been started, in due time, by the International Penal and Penitentiary Commission and that, in 1933, when the documentation is sufficiently completed, its results will be submitted to the League. The Fifth Committee wishes to remind such Governments as have not yet answered to send in their replies to the questionnaire of the International Penal and Penitentiary Commission as soon as possible. The Fifth Committee hopes that the International Penal and Penitentiary Commission will be able to submit its report to the Secretary-General of the League not later than June 1st, 1938.

## III.—*Collaboration with Technical Organisations.*

In 1931, the Assembly decided to establish close contact with seven technical organisations outside the League dealing with penal and penitentiary problems. These are:

- (1) The International Penal Law Association:
- (2) The International Bureau for the Unification of Penal Law:

- (3) The International Penal and Penitentiary Commission;
- (4) The International Criminal Police Commission;
- (5) The Howard League for Penal Reform;
- (6) The International Law Association, and
- (7) The International Penal Law Union.

With the exception of the last two, these technical organisations have submitted to the League a summary of their activities during the past year.

Many penal and penitentiary questions are now being studied by these technical bodies and the Fifth Committee was pleased to note that they have frequently lent their assistance to the organs of the League and that the Secretary-General of the League of Nations has been represented at several of their meetings. The Fifth Committee hopes that this close contact between the Secretary-General and the seven organisations will be maintained in future. It also wishes to thank the technical organisations for their continuous efforts to stimulate progress in penal and penitentiary matters.

#### IV.—*The Treatment of Witnesses and Persons awaiting Trial.*

In 1935, the Assembly instructed the Secretary-General "to inform the Governments that the attention of the Assembly has been drawn to the alleged existence in certain parts of the world of various reprehensible practices which are not only inconsistent with the Standard Minimum Rules, but are also contrary to the principles of rational treatment of prisoners". In this connection, the Assembly resolution of 1935 refers in particular to "the use of violence and other forms of physical constraint either in police cells or in prisons or other places of detention, with a view to extorting confession or evidence".

Several delegates have this year again drawn the attention of the Fifth Committee to the treatment of witnesses and persons awaiting trial and suggested that the Committee, at a later session of the Assembly, should devote special attention to this problem.

With the view to preparing such a future discussion, the Fifth Committee asks the Assembly to instruct the Secretary-General to collect the advice and suggestions of the seven technical organisations mentioned in Chapter III above on the measures which might be proposed to protect witnesses and persons awaiting trial against the use of violence and any other forms of physical or mental constraint.

#### V.—*Position of Aliens Released from Prisons.*

The Fifth Committee learned that the Second International Congress of Comparative Law, held at The Hague in August 1937, dealt with the subject of the moral re-education and social re-adaptation of delinquents and that it made, among others, the following recommendation:

"It is to be hoped that measures will be adopted to deal with the position of convicted aliens expelled on their release. Such measures should be included in a special convention or as a clause in a convention on international judicial co-operation or the general situation of aliens."

This recommendation was voted at The Hague by jurists belonging to some fifty countries. It draws attention to the following abnormal situation: When delinquent aliens have served their

sentence and should normally return to freedom and their former occupations, certain Governments now follow the practice to re-conduct them to the frontier and oblige them to enter the territory of another country without being in possession of a permit to enter. Finding themselves illegally in the new country, these individuals cannot obtain a permit to work and are led to commit new offences in order to subsist. As a matter of fact, these persons, unable to earn a living, cannot re-adapt themselves to society and remain a constant menace to the social order wherever they find themselves. It seems therefore to be in the interest both of the States and of the persons exposed to this procedure to find a better way of dealing with aliens released from prison. The Fifth Committee is of opinion that only international action can remedy the described unsatisfactory situation.

Recognising that the League has no proper organ which could be charged at the present time with an examination of this question, and having been informed that the Seventh International Conference for the Unification of Penal Law will open in Cairo in January 1938, where Government experts from some forty different countries, together with representatives from international organisations like those mentioned in Chapter III above, will meet, the Fifth Committee proposes to the Assembly to instruct the Secretary-General on the one hand to invite the said conference to inscribe on its agenda for examination the position of aliens and stateless persons released from prison and on the other hand to report to the next Assembly on the results of the study of this question.

In conclusion, I have the honour to submit on behalf of the Fifth Committee the following draft resolution for adoption by the Assembly.

{ "The Assembly adopts the report of its Fifth Committee on Penal and Penitentiary Questions."

[Adopted 2nd Oct. 1937.]

#### (4) International Relief Union.

The Fifth Committee of the Assembly has noted with interest the efforts made by the International Relief Union in the various spheres to which it has devoted its attention and particularly as regards measures for the prevention of disasters.

Although, during the past year, it was not called upon to intervene directly in special cases, the Union has continued, as in previous years, its preparations for the task assigned to it. It has accordingly improved its organisation still further, and the efficacy of the measures adopted to this end was recognised by the Fifth Committee.

The latter accordingly has the honour to recommend to the Assembly the adoption of the following resolution:

"The Assembly,

"Having taken cognisance of the report on the activities of the Executive Committee of the International Relief Union for the period January 1st to December 31st, 1936:

"Is gratified to note the efforts made to improve the methods of enabling the Union effectively to discharge the functions for which it was established;

"Emphasises the value of the technical studies the aim of which is to limit the effects of disasters;

"Reiterates the hope that the means of action at the disposal of the International Relief Union will be strengthened by further accessions."

[Adopted 2nd October, 1937.]

## VI.—SIXTH COMMITTEE.

### (1) Modern means of spreading information utilised in the cause of peace.

In the course of its last session, the Assembly requested the International Committee on Intellectual Co-operation to examine the problem of utilising modern means of spreading information in the cause of peace.

The Assembly's intention was that the first aim of this study should be to show what methods and conditions would enable these new technical resources to further the mutual exchange between nations of information relating to their respective institutions and cultures. The International Committee on Intellectual Co-operation was requested to draw up suggestions to form the basis of the Assembly's discussions.

The Sixth Committee recognised with great satisfaction the importance of the contribution made on this occasion by the International Committee on Intellectual Co-operation. In the different reports which it placed at the Assembly's disposal, that Committee gave an admirable account of the work it had previously done in this field, the first results of which had enabled it to determine what the items of a future programme of work should be.

Opinions were drawn up by the Advisory Committee on League of Nations Teaching, with observations by the International Committee on Intellectual Co-operation, and it was in the form of these opinions that a large and varied number of suggestions for action recommended by experts in the fields both of cinematography and of broadcasting were brought before the Assembly.

In view of the importance of the recommendations made to it and of the complexity of the questions involved, the Sixth Committee thought it desirable to appoint a Sub-Committee to make a preliminary examination of all the material contained in the report of the International Committee on Intellectual Co-operation. This Sub-Committee has drawn up, on the basis of information furnished by the Intellectual Co-operation Organisation, a practical programme which could be progressively carried out by that Organisation from next year onwards. This programme, in which the general Rapporteur of the International Committee on Intellectual Co-operation, M. de Reynold, together with representatives of the International Educational Cinematographic Institute and of the International Institute of Intellectual Co-operation were asked to collaborate, is explained in the following paragraphs:—

*Cinematography.*—The Sixth Committee, in recommending the Assembly to approve the following provisions as regards cinematography, would like to point out that the execution of the proposed programme will not involve any addition to the League's budget, as the Rome and Paris institutes are in a position to carry out the proposed work by means of their own resources.

1. As regards the Convention to facilitate the Circulation of Educational Films, the Sixth Committee is of opinion that a consultation should be undertaken among all the States which have not yet signed the Convention, or have signed it and not yet ratified it, in order to ascertain the reasons for their abstention and to examine the possibility of eliminating the drawbacks which have caused it. As a revision of the Executive Regulations of the Convention is under consideration, the new text might be attached to the circular letter sent to the States for the purpose of this enquiry.

The results of this enquiry among the Governments might be communicated to the International Committee on Intellectual Co-operation, after study by the competent organs of the Institute, with a view to a report to the Assembly at its next session.

With regard to the proposal that a committee of specialists should study, from the point of view of the cinematograph and Customs legislation, the question of extending the Convention to new categories of films, a proposal which raises some very delicate problems, including more particularly the choice of the criteria to be taken as a basis in forming an opinion, explanations furnished by the representatives of the International Educational Cinematographic Institute at Rome showed that, in the proposed study, all material obtained as a result of the enquiry among Governments which had not yet acceded to or signed the Convention, would be taken into consideration.

2. The Committee considers that the plan of action recommended on *national lines* cannot be carried out by the Intellectual Co-operation Organisation itself. The more important tasks will devolve upon the national bodies. The rôle of the International Educational Cinematographic Institute will be to promote, encourage and support national action in the different countries, and, if necessary, to co-ordinate these several activities, with the idea not of exercising supervision, but rather of increasing their efficacy and suggesting fresh possibilities.

In 1938, the International Educational Cinematographic Institute should convene at all events a preliminary meeting between representatives of the National Film Institutes now in existence and other bodies working on similar lines. The meeting should be prepared, so as to encourage the setting-up of National Institutes and enable those invited to send representatives to study the principal points mentioned in the Advisory Committee's report, more particularly folklore films, news films, colonial films, film posters, etc.

A special enquiry, with the assistance of the National Institutes and other organisations such as the International Bureau of Education, should be carried out with reference to a new question; the training of children's taste in regard to the cinema.

Consideration should also be given to the rôle of cinema-goers' clubs, as a means of encouraging the production of good-quality films.

3. During this first period, *international action*, should, in the Committee's opinion, be directed chiefly towards encouraging national initiative. It cannot, however, be confined to this. Meetings have been recommended, more particularly by the Congress on Educational Cinematography in 1934, between film-producers, scenario-writers, educational experts, intellectuals, etc. Their object should be to study the means of preventing the production of tendentious films and encouraging the productions of truly artistic films which will enable the different peoples to understand one another better. Such meetings, organised by the Rome and Paris Institutes, with the assistance of the competent circles in all the principal film-producing countries, might undoubtedly prove to be of very great value.

The Committee is of opinion that a first attempt on these lines, if it is to achieve the desired results, would have to be very carefully prepared. It feels, accordingly, that during the coming year, the Paris and Rome Institutes should hold comprehensive preparatory consultations on the basis of instructions from the Intellectual Co-operation Committee. These consultations would help to bring out the features which could most usefully be included in the programme of a meeting of this kind, and would also facilitate the choice of the individuals who might be invited to be present.

When the Intellectual Co-operation Committee has provided it with the necessary data next year, the Assembly will have all the facts at its disposal, and will be able to take a decision as to the desirability of encouraging these meetings.

*Broadcasting.*—The Sixth Committee recommends the Assembly to approach those Governments which have not yet signed or ratified the Convention on the Use of Broadcasting in the Cause of Peace. It approved the programme of work set forth in document A. VI/S. C. I./1. 1937. XII.

In the light of the additional explanations furnished by the Rapporteur to the International Committee on Intellectual Co-operation and by the Director of the Paris Institute of Intellectual Co-operation, it recognised that the suggestions made by the experts of the Intellectual Co-operation Organisation met the aims of the Assembly resolution of 1936, and that the Organisation could not place on its programme the new questions which the Assembly had requested it to study without consulting an *ad hoc* Committee of Experts, which would be responsible for co-ordinating the proposed programme of collaboration. This Committee would have to go thoroughly into the question of the action to be taken in connection with the following matters:

- (1) Information and documentary material on the work of the League and the main institutions connected with it, for the use of programme-directors in broadcasting stations.

The Committee noted that this suggestion was to a certain extent connected with the questions regarding which proposals had been made by the Secretary-General.

- (2) Documentation on contemporary international problems and on science, letters and art in the world to-day. That is the sphere in which the technical assistance which the Intellectual Co-operation Organisation could give to national broadcasting concerns would be most valuable.
- (3) Preparation by the Intellectual Co-operation Organisation, with the help of the National Committees, of lists of persons in the various countries who are qualified to give broadcasting talks in the language of other countries, for listeners in those countries, on economic, social and cultural problems.
- (4) The formation of gramophone-record libraries, and the organisation of an international service of loans and exchanges of documentary and educational records (of folk music, for example).
- (5) Preliminary study—with the assistance of the Communications and Transit Section, and after consultation with the competent international and national organisations with a

view to the conclusion of bilateral or multilateral agreements for the purpose of granting special facilities to broadcasting reporters duly authorised to travel abroad for the purposes of their profession, in particular with a view to affording them privileged treatment enabling them to get their equipment (*e.g.*, automobiles, recording-vans, electric sound apparatus, etc.) through the Customs.

The conclusions of the Committee of Experts will be communicated, together with the observations of the International Committee on Intellectual Co-operation, to the Assembly at its next session, in order to enable it to establish, in the light of more detailed information, a definite programme of technical collaboration with national and international broadcasting organisations.

The Sixth Committee has approved the recommendation of its sub-Committee contained in the last paragraph of its report and, under Article 16 (c) of the Financial Regulations, has decided to transmit to the Supervisory Commission, with a favourable report, the request for a credit of 12,000 Swiss francs for the constitution of the Committee of Experts referred to above.

As the Fourth Committee has now approved, in its turn, this request, the Sixth Committee has the honour to submit to the Assembly the following draft resolution:

"The Assembly:

"Approves the report of the Sixth Committee and the proposals contained therein.

"It decides, on the proposal of the Fourth Committee, to insert in the budget for the coming year a supplementary credit of 12,000 Swiss francs"

[Adopted 2nd October 1937.]

## (2) Means of Spreading Information at the Secretariat's Disposal.

The Sub-Committee set up by the Sixth Committee at its meeting on September 15th to study the above-mentioned subject was composed as follows: Argentine, Australia, Austria, United Kingdom, Chile, Czechoslovakia, Denmark, Egypt, France, the Netherlands, Poland, Sweden, Switzerland.

This Sub-Committee met for the first time on Thursday, September 16th. It elected as Chairman-Rapporteur, M. Frisch, delegate of Denmark. The Sub-Committee decided to begin its work by studying document A 18 [Appendix (2) (a)], "Report by the Secretary-General furnished in accordance with (3) of the Assembly Resolution of October 10th, 1936", in which the seventeenth Assembly invited the Secretary-General "to report on the .....technical means of spreading information at the disposal of the competent Sections of the Secretariat in order that the Assembly may consider at its next ordinary session whether such means are adequate or whether their.....development is desirable".

The Sub-Committee decided to study successively the proposals made by the Secretary-General in this report and to examine them primarily from the point of view of their respective merits, at the same

time bearing in mind the budgetary charge which their adoption would entail. After devoting three meetings to this task, it unanimously decided to submit the following report to the Sixth Committee:

I. *Expert for Economic and Financial Questions* (Document A. 18, Paragraph I).

Proposal to create in the Information Section a post of expert publicist for economic and financial questions.—The main duty of this official would be to popularise the League's economic and financial work; he would devote most of his time to the writing of "blurbs" for the Review Copy Service of publications issued by the Economic and Financial Sections of the Secretariat with a view, not only to stimulating the interest taken by the Press in these publications, but also of increasing their sale.

After considering this proposal the Sub-Committee concluded that it was preferable to postpone a decision on the matter till next year: it requested the Secretariat and the Information Section in particular to arrange with the Publications Department and the two technical sections directly concerned to give the present system a further trial, and to report to the next Assembly on the results obtained.

II. *Printed Publications of the Information Section* (Document A. 18, Paragraph II (1)).

After an exchange of views, the Sub-Committee agreed that an increase in this item of the Information Section's budget was desirable, and that the various proposals submitted in the table in para. II (1) of document A. 18 were quite justifiable. Certain delegates laid special stress on the need for the League to issue publicity pamphlets in languages other than French and English.

The Sub-Committee accordingly decided to recommend the adoption of the proposals mentioned in the table in para. II (1) of document A. 18 under (a), (b), (c), (d), (e), (f), (g)—with a reduction in the case of (g) of 5,000 francs (h), (j).<sup>1</sup>

With reference to the proposal mentioned under (i)—illustrated album of the new buildings—the Sub-Committee approved this proposal in principle, but, in view of the amount of the appropriation asked for, it was unwilling to recommend its acceptance without some reservation. It recommended to the Sixth Committee that, if the credit was voted by the competent organs of the Assembly, the net expenditure—i.e., the difference between the cost of printing and the receipts that might reasonably be anticipated from the sale of the album, should be offset by a saving on some other proposals contained in document A. 18. In this connection, the Sub-Committee considered that this saving might be effected by postponing for one year the proposed improvement in the presentation of the *Monthly Summary*. The Sub-Committee recommended the Sixth Committee to leave the budgetary settlement of this proposal to the Supervisory Commission.

III. *Improvement in the Presentation of the Monthly Summary* [Document A. 18, Paragraph II. (2)].

The Sub-Committee recommended in principle the acceptance of this proposal provided, however (see above), that the proposed

<sup>1</sup> The publications mentioned under (a), (b), (c), (d), (e) are already included in the publications programme of the Information Section. The publication mentioned under (f), (g), (h), (j) are now proposals, with the exception of the publicity brochures (g), of which the Section at present publishes about two each year.



increase in the credit was postponed for one year, if the Supervisory Commission recommended that the publication of the illustrated album of the new buildings should be authorised.

#### IV. *Information by Wireless concerning the League of Nations* (Document A. 18, Paragraph III.)

(a) *Broadcasting*.—Recognising the increasingly important part played by broadcasting in the spreading of news, the Sub-Committee unanimously recommended that the present broadcasting service be developed and a corresponding increase in the appropriation be made for that purpose. In reaching this decision, the Sub-Committee considered it its duty to recommend that the Information Section should on no account broadcast Council debates through Radio-Nations. As regards the Assembly's decisions, a general broadcast by Radio-Nations should only be allowed after it has been authorised by the General Committee of the Assembly. The Sub-Committee is also of opinion that should any delegation ask for the transmission of the Speech or speeches made by its members during a discussion in the Assembly, it should defray the cost.

The Sub-Committee devoted special attention to the quality of the regular broadcasts of the Information Section, and considered that to achieve the object in view, these broadcasts should be of the highest possible quality, particularly from the point of view of form and presentation. The Sub-Committee accordingly supports the Secretary-General's proposal that the intermediate post should be transformed into a post of Member of Section (specialist), so as to obtain the services of a specialist in broadcasting work.

(b) *Wireless Telegraphy*.—The Sub-Committee devoted special attention to the important question of spreading information concerning the League of Nations by radio-telegraphy. It took note of the results obtained during the last two years by the weekly transmissions in French, English and Spanish, and discussed at length the Secretary-General's proposal to transform this service into a daily one for the benefit of Governments and newspapers desirous of supplementing their information on the League.

After a thorough discussion, the Sub-Committee concluded that this proposal needed to be gone into more closely, and accordingly proposed to postpone its decision on the matter until next year, while maintaining the credits for the present transmissions. It invited the Secretary-General in the meantime to institute an enquiry among the circles concerned—viz., Governments, Press agencies represented at Geneva, the international associations of journalists and newspaper managers and publishers, and the Press in the various countries—which might appreciate the proposed transmissions. The report furnished as the outcome of this enquiry would be considered by the Assembly next year.

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#### V. *Films, Photographs and Lantern Slides* (Document A. 18. Paragraph IV.)

(1) *Cinematograph Service*.—The Sub-Committee unanimously recognised the increasing importance of the film as of the means of spreading information which modern technique has placed at the League's disposal for the purpose of acquainting the

general public with its work. Moreover, after taking note of the results already obtained, it recognised the difficulty of composing good scenarios for documentary films on the League as regards both general films and films dealing with special branches of its work. In this connection, it laid special stress on the necessity for the Secretariat to supply only first-class material. For these various reasons, it recommended that no new general film should be produced during 1938, as this would necessarily run to a considerable length (taking from 30 to 36 minutes to show), and would, on that account, be very costly. On the other hand, it recommended that the Secretariat should organise during the coming year a competition with a prize for the best scenario of a film of this kind. The Secretariat and the Assembly might be guided in making future plans by the result of this competition. It also recommended that the Information Section should continue for the time being to produce one or two short films dealing with special aspects of the League's work, similar to the film on the Singapore Bureau which has already been produced.

Some delegates raised the question of the practical possibilities of distributing and utilising documentary films dealing with the League, and the Sub-Committee recommended the Secretariat to institute an enquiry as to these possibilities among all the circles concerned. It likewise recommended that the necessary funds should be voted for the production, during 1938, of further copies of the general film already in existence.

For all these reasons, the Sub-Committee suggested that the credit of 75,000 francs asked for on page 9 of document A. 18, should be reduced to 27,500 francs. Moreover, the Sub-Committee unanimously recognised the importance for the League to appear more frequently than is at present the case in news-reels which are shown in nearly every part of the world at the beginning of the cinema programme. It is also convinced of the need to stimulate the use of school or narrow films, for the purpose of acquainting young people with the League's work. It therefore recommended that the credits proposed for these purposes should be approved.

(2) *Photographic Service*.—The discussion on this subject showed that the Sub-Committee accepts the views expressed by the Secretary-General to the effect that, without attempting to replace private initiative in this field, but rather in order to supplement this initiative, the League should supply good quality photographs to the illustrated Press, which is coming to occupy an increasingly important place as a purveyor of visual information to the general public. It therefore recommends that the proposed credits should be approved.

(3) *Lantern Slides*.—Experience shows that, notwithstanding the development of the cinema in the shape of commercial films and school films, the magic lantern continues to serve as an important instrument of information in many countries, and is used both by lecturers and by schools. The Sub-Committee, recognising this fact, accordingly recommends that the proposed credit should be approved.

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## VI. *Lecturers* (Document A. 18, Paragraph V).

The Sub-Committee recommends that the Secretary-General should be invited to submit to it next year definite proposals regarding the appointment, if necessary, of lecturers who could give lectures on the League, its organisation and activities either at Geneva or elsewhere.

VII. *Material for Exhibitions* (Document A. 18, Paragraph VI).

In the same way, the Sub-Committee recommends that the Secretary-General should be requested to organise the study of, and report to the next Assembly on, the question of the League's participation in exhibitions, and to the permanent maintenance of carefully selected exhibits which should be kept up to date.

*New York World's Fair, 1939.*

During its discussions on the previous matter, the Sub-Committee was informed by the Director of the Information Section of the receipt by the Secretary-General of a letter from the President of the New York World's Fair, 1939, officially transmitted by the Minister of the United States of America at Berne, inviting the League to take part in this Exhibition.

The Sub-Committee recognised that if the League was to be worthily and appropriately represented at New York, very careful preparations would have to be made. This would take a lot of time and would necessarily entail considerable expenditure. In this connection, the Sub-Committee took note of a statement by the Director of the Information Section to the effect that if the present Assembly decided to accept the invitation it would be desirable that it should vote an initial credit of 100,000 francs for the 1938 budget to enable the work to be begun on January 1st next, while leaving it to the Supervisory Commission to study the question as a whole, and to propose to the next Assembly the supplementary credits to be inserted in the 1939 budget for the purpose of completing that work.

The Sub-Committee was, however, of opinion that, although it was unanimously in favour of the acceptance of the invitation, which it highly appreciated, it was not competent either to propose a decision of principle on a question of this importance or to suggest the voting of such large sums as would be required for the League's participation in the New York Fair. It therefore proposed to leave it to the Sixth Committee to make the necessary proposals to the Fourth Committee

[Noted 2nd October 1937.]

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Annex 1.

Legation of the United States of America,  
Geneva, September 18th, 1937.

*To the Secretary-General.*

I have the honour to refer to Mr. Wilson's letter addressed to you on February 10th, 1937, transmitting a copy of the "Official Book of the New York World's Fair, 1939", and take pleasure in forwarding herewith an invitation addressed to you by Mr. Grover Whalen, President of the New York World's Fair, 1939, inviting the League of Nations to participate.

Please accept, Sir, the assurance of my high consideration.

((Signed)) LELAND HARRISON,  
*American Minister.*

[1 Enclosure.]

## Annex 2.

NEW YORK WORLD'S FAIR, 1939, INCORPORATED.

New York, June 28th, 1937.

*To the Secretary-General.*

On April 30th, 1939, there is to be opened in New York City an International Exposition which has for its purpose the celebration of the 150th anniversary of the inauguration of the first President of the United States of America and of the establishment of the National Government in the City of New York.

The theme of this exposition will be: "Building of the World of To-morrow". It is intended to present a clear idea of the mesh of interdependence and interrelations in which all men, all peoples, all nations are caught; to show to individuals and communities the materials and ideas, the things and the forces that affect their lives, their well-being; to show how closely knit together are all groups and classes, all States and nations. It would show the tools with which that much-desired better world of to-morrow is to be built and in the showing help to shatter the barriers that fence people from their neighbours.

For your information, the President of the United States, in pursuance of a joint resolution of Congress, has officially invited the Governments of all countries which have diplomatic relations with the United States to participate. A very considerable number have already signified officially their intention of taking part in our Exposition and we anticipate that more than fifty States will be represented.

Realising that the social, humanitarian, cultural and economic aims of the League of Nations are identical with the objects of our Exposition as set out above, I take great pleasure, in my capacity as President of the New York World's Fair, 1939, in extending to the League of Nations a cordial invitation to participate in our Exposition.

The Fair Corporation is now prepared to allocate free space, in an area set aside for Governments, to foreign States and approved international organisations, such as the League of Nations and the International Labour Office.

I can assure you, Mr. Secretary-General, that the participation of the League of Nations in the New York World's Fair, 1939, is most desirable and will be welcomed.

Our European Commissioner, Mr. Albin E. Johnson, is at your disposal for any further information you may desire.

With the assurance of my high regard and consideration,

I beg to remain,

Very sincerely,

(Signed) GROVER WHALEN,

President.

## Annex 3.

## LETTER FROM THE UNITED STATES MINISTER AT BERNE TO THE SECRETARY-GENERAL.

Legation of the United States of America,  
Berne, February 10th, 1937.

At the request of the President of the New York World's Fair, 1939, I have much pleasure in transmitting to you a copy of the "Official Book" of the Fair, together with the French, German, Italian and Spanish translations of the English text.

Please accept, Sir, the assurance of my high consideration.

(Signed) Hugh R. WILSON  
American Minister.

## Annex 4.

## REPORT SUPPLEMENTING THE REPORT PRESENTED BY THE SIXTH COMMITTEE TO THE ASSEMBLY ON THE "MEANS OF SPREADING INFORMATION AT THE DISPOSAL OF THE SECRETARIAT" AND EMBODYING THE MODIFICATIONS MADE BY THE FOURTH COMMITTEE.

The proposals put forward by the Sixth Committee with regard to the "Means of spreading Information at the Disposal of the Secretariat" were examined by the Fourth Committee which, on the Supervisory Commission's proposal, adopted the majority of them, but made certain changes with regard to the following requests:

1. *Illustrated Album of the New Buildings.*—This request was adjourned until next year.

2. *Improvement in the Presentation of the "Monthly Summary".*—On the Supervisory Commission's proposal, the Fourth Committee decided to postpone any decision with regard to improvement in the presentation of the *Monthly Summary* and to go next year into the question whether it might not be possible to relieve the budget of that publication by ceasing to produce editions in certain non-official languages.

3. *Credit for Publicity Pamphlets.*—This credit was reduced from 20,000 to 10,000 francs.

4. *Credit for Translations.*—This credit was reduced from 25,000 to 15,000 francs.

5. *New York World's Fair.*—The Supervisory Commission considered that the invitation recently addressed to the League of Nations had not given the Secretary-General sufficient time to make a statement with regard to essential considerations of principle and fact. He would only be in a position to do so in a few months' time.

In these circumstances, the Supervisory Commission, not wishing to let slip an opportunity for the League of Nations to participate in the New York World's Fair, if that should prove to be politically opportune and financially practicable, proposed that the Fourth Committee, which accepted its point of view, should open a credit in the 1938 budget for

300,000 francs, to be offset to an amount of 250,000 francs by a lump-sum reduction in the Guarantee Fund, the assets of which would be correspondingly increased by an amount to be taken from the available balance.

The Fourth Committee also decided that no undertaking would be assumed without previous agreement by the Council and an authorisation from the Supervisory Commission with regard to the amount of the credits which might be placed at the Secretary-General's disposal.

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Geneva, September 1st, 1937.

(2) (a) **The League of Nations and Modern Methods of Spreading Information utilised in the cause of peace.**

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*Report by the Secretary-General (Document A 18).*

*Note by the Secretary-General:*

1. The Secretary-General was invited by the Assembly in (3) of a resolution dated October 10th, 1936, "to report on the . . . technical means of spreading information at the disposal of the competent sections of the Secretariat, in order that the Assembly may consider at its next ordinary session whether such means are adequate or whether their further development is desirable". Accordingly, he has the honour to submit the following report, which he has caused to be prepared by the competent services of the Secretariat, in particular by the Information Section.

2. As the suggestions contained in this report would, if they were wholly or partly adopted by the Assembly, have some effect on the budget of the Information Section, the Secretary-General thought well to submit them first to the Supervisory Commission. But, at its May session, the Commission observed that the report had been asked for by the Assembly and therefore requested the Secretary-General to forward it as a whole to the Assembly, in order that that body might take a decision. If the Assembly accepted all or some of the proposals, the Supervisory Commission would then state its views on their budgetary aspect.

3. At the end of the report is a recapitulatory table giving the following figures for the chapters in the Information Section's budget: (1) financial period 1937; (2) present proposals for 1938; (3) proposals for 1938 on the supposition that the suggestions contained in this report are adopted.

4. The report by the International Committee on Intellectual Co-operation, which is asked for in (2) of the Assembly resolution of October 10th, 1936, will be communicated to the Assembly in document C.327.M.220.1937.XII: Report of the International Committee on Intellectual Co-operation on its Nineteenth Session—Part II.

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## INTRODUCTION.

On the motion of the Danish and United Kingdom delegates in the Sixth Committee, the last Assembly adopted the following resolution :

“The Assembly,

“Emphasising once more the desirability of developing international co-operation and mutual understanding between nations;

“Having regard to the rapid contemporary development of the technical means of disseminating information;

“And considering that this development increases the possibilities of furthering the mutual exchange between nations of information relating to their respective institutions and cultures;

“(1) Is of opinion that this question might well be the subject of discussion at the next ordinary session of the Assembly;

“(2) To this end, invites the International Committee on Intellectual Co-operation to draw up, after such consultations as they may deem appropriate, detailed suggestions to form the basis of the Assembly's discussions:

“(3) And further invites the Secretary-General to report on the above-mentioned technical means of spreading information at the disposal of the competent sections of the Secretariat in order that the Assembly may consider at its next ordinary session whether such means are adequate or whether their further development is desirable.”

The Secretary-General was thus requested to submit to the 1937 Assembly a report on the technical means at the disposal of the competent Sections of the Secretariat for the spreading of information in regard to the League, and it is understood that, in adopting paragraph 3 of the resolution, the Assembly had the Information Section specially in view.

The debate in the Sixth Committee showed that various speakers referred in particular to all means of spreading information that were available to the Secretariat and especially to the Information Section; stress was laid on the cinematograph and on broadcasting.

It is also clear from the discussion that, when the Sixth Committee asked the Secretary-General to make a report on this subject, it laid down a restriction to which it attached special importance—namely, that, in the proposals to be made, any idea of propaganda should be rigorously excluded and that the technical methods employed by the Secretariat for informing public opinion as to the organisation and work of the League could be used only for the purpose of information and explanation. In drawing up the present note, the Secretary-General has held to the fundamental principle that the various means of information at the disposal of the competent Section form a homogeneous whole. The work of the Information Section is essentially the collection of information suitable for publication and, on the other hand, the selection of the most appropriate means of influencing public opinion.

Having regard to the subject to be dealt with, the public to be reached, and the language to be used (to mention these factors only), it may be found that sometimes a periodical publication, sometimes a brochure and sometimes merely a mimeographed article or *communiqué*, or photographs, cinematograph films, or broadcast or telegraphic transmissions are most suitable.

In view of the many methods of information now available, it might be easy to suggest that funds amounting to several million Swiss francs should be placed at the Information Section's disposal. If the example of the propaganda organisations set up by many States were to be followed, the budget of the Section would have to be as large as that of an important Ministry of Press and Propaganda. But that was evidently not the Assembly's intention: in the first place, because there is no question of transforming the Information Section into an international Ministry of Propaganda; and, secondly because the Section is necessarily obliged to remain within the budgetary and administrative limits laid down for the whole Secretariat.

In putting forward the following suggestions, endeavour has constantly been made to remain within reasonable limits, taking account of seventeen years of experience by the competent section and of recommendations that have been made for many years past by a number of organisations of various kinds in different countries, which are anxious to spread a knowledge of the League and of its work and apply to the Secretariat for the necessary information.



Care has been taken, in making these suggestions, not to go beyond the limits laid down for the Information Section's work in 1934 by the Supervisory Commission and by the Assembly, and also to avoid as far as possible any increase of staff.

#### I. COMMUNIQUÉS, ARTICLES (TYPEWRITTEN) AND OFFICIAL DOCUMENTS (PRINTED) DISTRIBUTED TO THE PRESS AND TO CERTAIN ORGANISATIONS AND PRIVATE INDIVIDUALS.

Generally speaking, this part of the Section's work seems to meet reasonable requirements. The only observation to be made is that it is becoming more and more necessary to despatch such publications by air, in order to keep pace with the growing rapidity in distribution of news throughout the world, due to air transport.

The Information Section and the Publications Service also agree that the "review copy" service—i.e., the free distribution to newspapers, reviews and individual publicists of certain printed official documents that have just been issued—should be extended with the twofold purpose of making them better known to the public and of stimulating their sale.

In the same way, one branch of the Information Section's activity requires development—namely, the publicity given to technical publications and collections of the League in daily and periodical reviews, specially devoted to such questions.

The Information Section, the Publications Service and the technical Sections of the Secretariat agree in proposing that the personnel of the Section should be increased by the addition of publicists specialised in particular subjects. This need for specialisation is particularly felt in the case of economic and financial publications.

It is therefore proposed that an expert publicist for economic and financial questions should be appointed to the Information Section. Having regard to the new system of grading Members of Section which came into force on January 1st, 1937, a post of "specialist" should be created for this purpose.

#### II. PRINTED PUBLICATIONS OF THE INFORMATION SECTION.

These are in three categories: brochures, *Fortnightly News* (specially intended for the overseas Press) and the *Monthly Summary*.

As regards the first two, the Section has at present a global credit of 20,000 francs, and for the third a credit of 65,000 francs. Owing to the devaluation of the Swiss franc, these sums were raised for 1937 to 28,000 francs and 91,000 francs respectively.

##### 1. *Brochures, "Fortnightly News"*.

The above credit of 20,000 francs is at present used in the first place for an *annual publication* on the League's work; this is the only concise *résumé* that treats the subject methodically and chronologically from year to year, apart from the Secretary-General's Annual Report, which is voluminous and difficult to consult for those unfamiliar with the League's organisation and work. "The League from Year to Year" is used as a book of reference by publicists and the Press, as well as by students and research workers, to whom it is of great value.

Secondly, the above credit is used for the publication of "Essential Facts about the League of Nations". This is a handbook, easily consulted, and containing brief and accurate information on the main features of the League's work and organisation. It is published in English, French, German, Italian and Spanish, and thousands of copies are sold every year. It meets a definite want, and all that can be said in regard to it is that it might well be re-edited more frequently than is the case with the funds at present available, in the most widespread languages other than English and French.

The credit is also drawn upon for the printing of *Fortnightly News*, which is an information sheet issued in English, French and Spanish every fifteen days. Its style and make-up render it specially suitable for Press agencies and newspapers. It is sent chiefly to overseas countries in which the Press, especially the provincial Press, fails to receive sufficient definite and practical information from Geneva through the ordinary agencies and newspaper correspondents. Now that the *Nvus* appears every fortnight instead of once a month and is sent by air mail, it is very useful and is much appreciated, and for the moment there is no need to suggest any change. But in the future more frequent issues corresponding to the rapid increase in overseas air mail services may, become desirable.

When the cost of printing the three above-mentioned publications has been met, there remain a few thousand francs out of the credit of 20,000 francs, and these are used for issuing small volumes or pamphlets on various subjects.

Thus, during recent years, an important volume has been published jointly with the Intellectual Co-operation Section on "The Aims, Methods and Activity of the League of Nations". This volume appeared in 1935 and will soon require revision and reprinting. Other publications have dealt with the "Saar Plebiscite", the "Settlement of the Assyrians", and the "Problem of Nutrition"; also with economic questions and with the new League buildings. Lack of funds has prevented these occasional publications from appearing rapidly and regularly, and a number of interesting subjects have had to be left on one side.

To meet reasonable applications for information that are constantly reaching the Secretariat from many sources, from eight to ten publicity brochures on different subjects, some technical, should be issued, either by the Information Section itself or in co-operation with other Sections.

Provision should also be made each year for a series of small booklets on current subjects, with the object of drawing attention to the most important events in the League's activity. The success of these booklets would largely depend on their appearing almost simultaneously with the occurrences to which they relate (speeches or important reports, official publications for immediate information, etc.).

The new Ariana buildings will be completed during 1938, and it would be well if an album with a detailed description of the whole edifice were provided for; it should contain good illustrations and be proportionate to the importance of the new League premises and the works of art they contain.

Experience has shown that publicity pamphlets cannot attain their object unless some of them appear in languages other than English and French. The absence of such translations is often the cause of justifiable complaint.

Having regard to the above, the publications budget of the Information Section might be drawn up as follows:

|  | Swiss francs   |
|--|----------------|
| (a) "Essential Facts", French and English editions . . . . .                 | 7,500          |
| (b) "The League from Year to Year," French and English editions . . . . .    | 4,500          |
| (c) "The Aims, Methods and Activity of the League of Nations" . . . . .      | 3,000          |
| (d) <i>Fortnightly News</i> , English, French and Spanish editions . . . . . | 6,500          |
| (e) Small illustrated folder, English and French editions . . . . .          | 3,000          |
| (f) Reprinting certain of these publications during the year . . . . .       | 5,000          |
| (g) Publicity brochures (eight to ten each year) . . . . .                   | 20,000         |
| (h) Booklets (about a dozen each year) . . . . .                             | 2,500          |
| (i) Illustrated Album of the New Buildings . . . . .                         | 30,000         |
| (j) Translations . . . . .   | 25,000         |
| Total . . . . .  | <u>107,000</u> |

The above credits would reappear each year, save that of 30,000 francs for the Illustrated Album.

## 2. "Monthly Summary".

The present credit for the *Monthly Summary* (English, French, German, Italian and Spanish editions, and a contribution to the edition in Czech), is 65,000 francs. This is the only League publication that gives a complete and practical account regularly and at short intervals of all League events. As an instrument of work, it is indispensable for anyone who, for the purpose of his profession or for other reasons, desires to follow the League's work regularly, without having to refer constantly to a mass of official documents.

The complaint has often been made that the style and form of this publication are somewhat severe. It is difficult to remedy this; for a greater freedom in style or in the subjects treated would remove this review from its position as a succinct but rigorously correct account of the League's work.

It might, however, be given a wider scope by the occasional insertion of a speech or a declaration, or a specially interesting report.

There are other possibilities when the *Monthly Summary* is regarded from the aspect of presentation. Here, it is true, much improvement might be made on the lines of the numerous information publications issued by Governments which, while they are just as official, are more attractively presented. The cover, size, quality of paper and type might all be improved.

The official character of the publication would not prevent the improvement of an article on a political subject by the addition of a map, or by graphs or schedules in the case of articles on economic or financial subjects. There would be many opportunities of inserting from time to time photographs, either of a distinguished League personality, or of important events.

To enable such a transformation to be made, the credit for the *Monthly Summary* would have to be increased. The Publications Service has reached the conclusion that, if it were raised from 65,000 to 117,000 francs, a more attractive presentation might be realised, without the *Summary* losing its character of an official publication.

### III. INFORMATION BY WIRELESS CONCERNING THE LEAGUE OF NATIONS (BROADCASTING AND TELEGRAPHY).

Since the Radio-Nations Station was constructed in 1932, the Information Section has arranged for weekly broadcasts, which are on short waves and consequently intended chiefly for overseas countries.

In 1935, the Section started weekly telegraphic transmissions on both long and short waves. The cost of these two classes of transmissions is at present covered by a credit of 10,570 francs, of which about 4,570 francs is for broadcasting and about 6,000 francs for telegraphy.

When Radio-Nations began to operate, experience in a number of countries had already shown that broadcasting has only a limited value for the transmission of news, properly so called. The transmission of such news for reproduction by the Press is done much more effectively by radiotelegraphy (morse) than by broadcasting; the latter is essentially suitable for the issue of information bulletins and lectures destined, not for the Press, but for the public.

This is especially true as regards the League, which, unlike a national station, cannot use only one language for the diffusion of information, and can only attain its purpose by employing several languages. For this purpose, a complicated and costly organisation would be necessary, such as would probably give rise to complaints from the Press, as was the case in several countries with regard to national broadcasting. Accordingly, the Information Section, as soon as it began to make use of wireless, employed broadcasting for information bulletins and lectures, relayed in some cases by national stations, and subsequently it employed radiotelegraphy for the transmission of news.

In view of the foregoing, the following suggestions are made. Account has been taken of the fact that all League transmission is necessarily of an official character and cannot go beyond the limits of information and explanation of an objective character.

#### A. BROADCASTING.

##### 1. *Short-wave Transmissions.*

At present, the Radio Service makes the following short wave transmissions each week:

- (a) One in English for the North-American continent;
- (b) One in English for Australia and New Zealand;
- (c) One in Spanish for Latin America;
- (d) One in French for certain French colonies and districts of the American continent in which French is the chief language.

The Section also arranges periodically for the re-transmission of broadcasts by national stations. These deal generally with subjects of special interest to certain countries and the speakers are usually delegates.

Each of these transmissions lasts from ten to fifteen minutes. The total time is 70 hours per year, including trials.

From the above it will be seen that certain large areas of the world, such as North and South Africa, the Near East, India and the Far East, are not touched by the existing service. The total period of transmission should therefore be increased from 70 to 140 hours.

In making these proposals, it is necessary to add that the purpose of these transmissions is both to secure a greater number of direct listeners on short waves<sup>1</sup> and also to encourage the re-transmission of our broadcasts by national stations. Experience gained from broadcasts to Australia and New Zealand and also, less regularly, to North and South America show that there are considerable possibilities of development in this field.

Recent improvements in wireless sets have also made it possible to receive Radio-Nations in certain countries of the European continent: for instance, in the north of the United Kingdom, where a growing number of English and Scotch listeners take an interest in our transmissions. The increase of the transmission hours proposed above would enable certain wave-lengths to be used that would improve reception in the above European countries.

## *2. Broadcasting to Europe.*

But in order to arrange for satisfactory broadcasting to the whole of Europe—for which the League is often asked—other means than short waves must be available. The most effective, but the most costly method, would be the building of a special long-or medium-wave transmitter. For various reasons, this idea is set aside.

On the other hand, it would be possible to arrange for indirect broadcasting, through national stations, of information bulletins or lectures recorded at Geneva by the Information Section. This has become possible since the acceptance by the League two years ago of a gift from the Netherlands Committee of the Carnegie Foundation, which has enabled the Section to purchase the necessary apparatus. But to permit of its use, a sum must be provided in the Section's budget for buying the material necessary for registration (gramophone records, etc.). The apparatus would primarily be used for broadcasting to Europe, but it might at the same time be of great service for transmissions further afield, especially by enabling the system of radio reporting to be developed. It would thus be easier than it is at present to enable delegates to speak to their own countries during their stay in Geneva.

## *3. Transmission of Assembly, and in certain cases, of Council Debates.*

Delegates have frequently asked the Secretariat to arrange for transmissions of their speeches in the Assembly, generally for relay

<sup>1</sup> The latest models of radio sets have for some time been adapted for receiving short waves. Thus, 'Radio-Nations' field of activity is always extending, not only in overseas countries, but also in certain countries on the edge of the European continent.

by one of their national stations. Many such transmissions have been arranged.<sup>2</sup> The New Zealand Government even suggested that this method should be employed regularly when the discussion permitted. As such transmissions fall outside the present programme, and outside that proposed above, a special credit would have to be inserted in the budget for this purpose.

The Section's budget for broadcasting should therefore be composed as follows:

|   | Francs |
|---|--------|
| (a) Cost of present regular transmissions . . . . .   | 4,500  |
| (b) Cost of proposed regular transmissions . . . . .  | 4,500  |
| (c) Recording material, both for direct transmissions from<br>the Secretariat and for transmissions by national<br>stations . . . . . | 3,500  |
| (d) Broadcasting of Assembly and, in certain cases, of<br>Council debates . . . . .   | 3,000  |
| Total . . . . .   | 15,500 |

In order to carry out this programme, it is essential that the Section should in future have at its disposal a specialist in broadcasting work. Formerly, there was on the staff an official of sufficient experience belonging to the intermediate class. In order to secure a competent successor familiar with the new profession of "announcer", it became apparent that a higher salary than that of the intermediate class must be offered. It is therefore proposed that the former intermediate post be transformed, according to the new system of grading, into one of "specialist".

## B. WIRELESS TELEGRAPHY.

The experience of the League and also that of many Governments has shown that the best method of diffusing information for publication is by radiotelegraphy. Of course, there is no intention of replacing the telegraphic information sent by a large number of news agencies from Geneva, but rather of completing it, as is now done by the similar services that have been established for some time by various Governments.

The information in telegraphic form is sent out at fixed hours; the transmitting station gives previous notice to all stations likely to be interested, of the length of the transmission, the language used, the rate of transmission, etc. Most receiving stations either belong to Governments or to large private companies—there are generally one or two in each country—and arrangements must then be made on the spot for the forwarding to the Press of the information received. These arrangements are necessarily different in different countries, according to local circumstances.

In virtue of the International Telegraphic Convention, the Press is not authorised to use so-called "multiple" telegrams addressed to Governments unless the latter place them at its disposal.

<sup>2</sup> At the request of the Egyptian Government the proceedings of the special Assembly for the admission of Egypt to the League were broadcast to Egypt.

Another method authorised by the Convention is the issue of so-called "C.Q." telegrams, which may be freely received by any person or institution authorised to work radiotelegraphic stations.

When the League Secretariat, as an inter-Governmental institution, began, in September 1935, to send information by radiotelegraphy, it naturally preferred the first method. The beginnings were on a small scale and consisted of one transmission per week of 400 words, in English, Spanish and French; the first two of these, on short waves, were intended for extra-European countries, and the third, on long waves,<sup>1</sup> for Europe, making a total of 1,200 words per week.

The Secretary-General informed all Governments of States Members by circular of the inauguration of the service, and many of them have given the necessary instructions for reception; but it has not been possible to make up a list of such countries.

The Information Section has several times endeavoured to ascertain the utility of this service to different countries. The general impression is that it is only limited and will have no possibility of development until there is a daily transmission.

The reception of circular and multiple telegrams and their transmission to the Press is for receiving-stations essentially a matter of organisation. A daily service is of more interest to them than a weekly one. The Press holds the same view. Moreover, all Governments that issue news by radiotelegraphy through agencies or Press bureaux do so daily.

The Information Section feels bound to confirm the result of this experience. If its service is to be of any real value, there must be daily transmissions. The difficulty, of course, is that the service must be strictly limited to news concerning the League and of an official character, and also that the volume of information available varies greatly throughout the year.

For this reason, the Section proposes to arrange, during quiet periods, for a service of an average of 100 words per day per language, there being six transmissions each week, in English, French and Spanish. During periods of considerable activity, the daily average would be raised to 1,000 words per language. The use of other languages might be considered at a later stage, if the need is felt.

An approximate calculation shows that the 1,000-word service would be necessary for 55 days each year—namely, 20 days for ordinary Council sessions, 20 days during the Assembly, and 15 days for extraordinary Council and Assembly meetings and for important conferences or committees. Excluding Sundays, there would therefore remain 260 days when the daily service would consist of an average of 100 words per language.

Experience has also shown that, for various reasons, a number of Governments desire certain words to be repeated, and a margin of 30 per cent. should be allowed for this.

<sup>1</sup> It may be observed that, in contradistinction to broadcasting, Radio-Nations has a 'long wave' for radio-telegraphy which may be received in all parts of Europe.

Taking account of the above suggestions and estimates, the item "Wireless Telegraphy" in the budget would be composed as follows:

|  | Number of words<br>in a single<br>language | Total number of<br>words in three<br>languages |
|--|--|--|
| 55 days at 1,000 words per day . . . . . | 55,000                                     | 165,000  |
| 260 days at 100 words per day . . . . .  | 26,000                                     | 78,000   |
|  | <u>81,000</u>                              | <u>243,000</u>                                 |

*Cost of transmission.*

|  | Swiss francs  |
|--|---------------|
| Long waves <sup>1</sup> . . . . .              | 24,300        |
| Margin of 30 per cent. For "repeats" . . . . . | 7,300         |
| Short waves <sup>2</sup> . . . . .             | 10,000        |
| Margin of 30 per cent. . . . .                 | 3,000         |
| Total . . . . .                                | <u>44,600</u> |

It will be seen from the foregoing that the carrying-out of the suggested programme of broadcasting and radiotelegraphy would necessitate the insertion of the following credits in the total budget:

|                           | Swiss francs  |
|---------------------------|---------------|
| Broadcasting . . . . .    | 15,500        |
| Radiotelegraphy . . . . . | 44,600        |
| Total . . . . .           | <u>60,100</u> |

#### IV. FILMS, PHOTOGRAPHS AND LANTERN SLIDES.

The credit now available to the Section for these three forms of visual information is 6,000 francs. It is manifestly insufficient for the proper working of even one of the three forms.

##### 1. Cinematographic Service.

The Secretariat has for a long time been asked from several quarters to produce films on the League.

Some hold that these films should bring out primarily the principles and ideals of the institution, without paying too much attention to the material facts of its organisation and to the work it has done. Others consider that the films should be informative and should describe the manner in which the League works and the principal results it has secured.

<sup>1</sup> 243,000 words at 10 centimes per word (paid to Radio-Suisse).

<sup>2</sup> 200 hours (approximately) at 50 francs per hour, with two transmitters (paid to Radio Nations).



For the Information Section, the second of these conceptions is alone realisable. A film on such lines would be an instrument of information, whereas a film which brought out a certain ideological conception of the League would evidently rank as propaganda.

With the very small funds at its disposal, the Information Section has endeavoured to respond to the frequent applications made to it by producing purely documentary films on several occasions. The method used by it was to secure from private cinematograph companies, who from time to time asked permission to film various League activities, free copies of their films. The somewhat heterogeneous material thus obtained was then put together and, in certain cases, provided with a running commentary and a number of "captions". Films of this sort, which were quite insufficient, cost a few thousand francs. They were frequently used, especially in overseas countries, and during 1936-37 were shown to visitors to the new League buildings. Though they were sometimes severely criticised, they have shown above all that the documentary film is one of the best means of information at the League's disposal, provided always that the material is up to the standard of modern technique and is kept up to date. The cinematograph industry in certain countries has been busy perfecting a new technique for use especially in documentary and school films, and this technique would in the view of experts be specially suitable for the requirements of the Information Section.

All this seems to show:

- (a) That, if the Secretariat desires to have cinematographic material of good quality for information purposes, it can only employ to a small extent the material produced by "current news" companies. The documentary film, as a whole is based on a different conception from that of the pictures taken by new services.
- (b) That the Information Section is not, and could not be, save at considerable expense, itself equipped to produce documentary films of the trade dimensions that are asked of it.

There is therefore only one solution: to apply to firms that specialise in the production of documentary films, giving them precise instructions as scenario, and affording them the necessary assistance. The production of even a short film is, however, costly. After enquiries made from several firms, it appears here that 75,000 francs would be necessary for the production in English and French of a sound film of a general character, to illustrate a lecture on the League, and of a length of about 3,000 feet (duration 38 minutes). Such films could be reduced to 16 mm. size for use in supplementing League of Nations teaching in schools.

The production of a film each year reviewing the League's work, or alternatively the production of several shorter films on various aspects of its work, would meet demands that are constantly made of the League from all parts of the world to help lecturers; at the same time, it would meet the wishes of the numerous visitors who, when they come to see the League buildings, ask for a film and a commentary—both of which must be up to date. Such films could be sold or lent.

But, beside the production of documentary films, there is another aspect of the question of cinematography: the supply of "news reels" which would be shown with the "current news". "News reels" are a sort of filmed information bulletin and play a part of ever-growing importance in the instruction and information of the masses in almost all countries. It is important that the League's work should be given a place in these news reels as much as in the columns of the newspapers. From time to time, but at very irregular intervals and too seldom, private companies send special representatives to Geneva to produce such "news reels" or current news films.

Here, too, the Information Section would be mistaken if it were to try to take the place of private initiative, which, on the contrary, should be encouraged. But the Section must supplement private effort by offering information films, produced at its own expense by competent professionals, for insertion in the "current news", in the same way as it supplies the Press with *communiqués* and information articles.

The two foregoing proposals relate to films of so-called "commercial" size (35 mm.). But experience shows that there is another type of cinematographic activity that must not be neglected—the school film, a narrow or "small" film (16 mm.). The Information Section has many opportunities not open to private interests of producing at fairly low cost some of the raw material essential for such films. Such material in the form of short lengths of film could be used to great advantage in the construction of educational films by voluntary effort. For this purpose, the Section must have a good film camera, such as many private individuals now possess.

The equipment must be completed by a lantern for the same type of film; the credit involved must also cover the purchase of film and the cost of development.<sup>1</sup>

A cinematographic organisation on such lines might do useful work and would at the same time avoid the engagement of special staff and the purchase of costly apparatus.

The credits involved would be as follows:

|  | Swiss francs              |
|--|---------------------------|
| (1) Production every year of a documentary sound-film, in English and French, of a general character, or of several shorter films on various aspects of the League's work, including scenario expenses . . . | 75,000                    |
| (2) Production of "news reels" at League expense, to supplement the work of cinematograph companies. . .   | 5,000                     |
| (3) Purchase of a narrow-film camera . . .   | 2,400                     |
| Purchase of a projecting apparatus for cinema films . . . . .  | 1,100                     |
| Purchase of the necessary film, etc., and cost of development . . . . .  | 2,000                     |
|  | <hr/> 5,500               |
| <b>Total . . . . .</b>   | <hr/> <b>85,500</b> <hr/> |

<sup>1</sup> The films would be developed by private firms.

## 2. *Photographic Service.*

Since the League was first formed, the daily Press has been steadily increasing its pages of photographs. And at the same time, besides the ordinary Press, a special "illustrated" Press has developed. In consequence, these various classes of newspapers have for many years been asking, more and more insistently, for a regular supply of photographs concerning the League of Nations, in the same way as the ordinary Press is furnished by a regular service with *communiqués*, articles, etc.

The Information Section has always held that private initiative should above all be encouraged in this field—i.e., that pictures should be taken by newspapers themselves or by special agencies. But experience has shown that it is desirable to supplement this by the taking of photographs at League expense. Geneva has no photographic agency of sufficient importance, and professional photographers from foreign agencies come very irregularly to the League headquarters. Moreover, it is not only the Press that asks for photographs. Similar demands are constantly received from delegates, League officials sent on mission, lecturers, private associations, schools, etc.

A service of this nature is all the more indispensable because the entry of the League into its new premises has much increased the demand for photographs. These are required for reproduction. Picture postcards are also much in request, large quantities having been sold this year. At present we are endeavouring to satisfy both demands, but it is necessary that the credits for the purpose should be increased.

Provision should be made in the budget of the photographic service for the following:

|  | Swiss francs |
|--|--------------|
| (1) Purchase of a Camera . . . . .   | 600          |
| Two projectors for lighting purposes . . . . .   | 100          |
| A dark-room . . . . .  | 1,000        |
| (2) Taking of photographs by professional photographers (the new buildings and their interior); purchase of photographs of meetings, well-known individuals, etc. (representing 4,500 francs for picture postcards of the new buildings, and 3,500 francs for the taking and reproduction of other photographs). | 8,000        |
| Total . . . . .  | <u>9,760</u> |

## 3. *Lantern slides (including films for projection in lanterns.)*

Many countries in which the use of narrow cinema films in private meetings and in schools is still difficult owing to lack of apparatus are constantly asking us for lantern slides. The old type of magic lantern using expensive glass slides is being replaced by more modern types using strips of film the cost of which is negligible compared with slides. The purchase of an apparatus of this kind is desirable.

In our experience, a series of from 40 to 60 slides (or an equivalent length of film) should be made in 50 copies; each separate series would be accompanied by an explanatory text. This stock could be used for sale and for loan. To keep the stock up to date, a credit of 1,400 francs should be provided.

The total credit for films, photographs and lantern slides would thus be :

|  | Swiss francs       |
|--|--------------------|
| Films . . . . .                                    | 85,500             |
| Photographs . . . . .                              | 9,760              |
| Lantern slides . . . . .                           | 1,400              |
| Lantern for projection of slides or film . . . . . | 240                |
| Total . . . . .                                    | <hr/> 96,900 <hr/> |

But such a service could not work effectively unless the Members of Section in charge of the three branches had at their disposal a clerk to assist them. He would take views, develop them, supervise the photographers, keep stocks of photos, lantern slides, etc., up to date, help cinematograph operators and have many other duties to perform.

Hitherto, the Internal Services had kindly placed at the disposal of the Information Section a young assistant who has already specialised in this class of work. He has just been definitely transferred to the Information Section.

#### V. LECTURERS.

It often happens that the Secretariat, and especially the Information Section, is asked to delegate an official to give a lecture either on the League in general or on a special aspect of its work or organisation.

The Secretary-General has frequently authorised officials to give lectures subject to certain restrictions, which are, moreover, laid down in the Staff Regulations (see Article 5 and Annex 4 of those Regulations). But it has often been felt desirable that the League should have professional lecturers at its disposal, for giving lectures either at the seat of the League or elsewhere.

The question has not been sufficiently studied for definite suggestions to be made at the moment but, if the Assembly agrees, proposals on the subject might be made next year.

#### VI. MATERIAL FOR EXHIBITIONS.

In the same way, the question of the League's participation in exhibitions has often arisen. This is a valuable means of informing the public at large of the League's work and organisation. But such participation requires careful preparation and special skill in the presentation of exhibits. On this subject also, if the Assembly so desires, proposals in detail could be made next year.

## RECAPITULATION.

The proposals made in this note would involve the opening of the following credits:

| Chapters of the present note                               | Budget 1937    | Draft Budget for 1938 | Proposals made in the present note | Chapters of the Budget  |
|--|----------------|-----------------------|------------------------------------|---|
| II. 1. Publications . . .                                  | 20,000         | 28,000 <sup>1</sup>   | 107,000                            | Chap. III.14.A.c.   |
| II. 2. <i>Monthly Summary</i> . . .                        | 65,000         | 91,000 <sup>1</sup>   | 117,000                            | Chap. III.14.B.b.   |
| III. Weekly information by wireless concerning the League: |                |                       |                                    | Schedule F, Chapter III, Art. 13 (c) General office expenses, &c. |
| A. Broadcasting . . . }                                    | 10,570         | 12,570 <sup>2</sup>   | 60,100                             |   |
| B. Wireless telegraphy. }                                  |                |                       |                                    |   |
| IV. Films, photographs and lantern slides . . .            | 6,000          | 6,000                 | 96,900                             | Chap. III.14.A.d.   |
|  | <u>101,570</u> | <u>137,570</u>        | <u>381,000</u>                     |   |

These proposals would involve the following changes in staff:

Chapter I of this note:

Appointment as Member of Section of a specialist in economic and financial publications.

A post of specialist should be created in the Information Section budget for this purpose.

Chapter III. A.—Broadcasting:

With a view to such an appointment, the intermediate post in the Information Section's budget should be converted into one of specialist.

Chapter IV. Films, photographs and lantern slides:

A post of 3rd class clerk in the Internal Services budget has been transferred to the budget of the Information Section (Division 2, Category V).

### (3) Mandates.

On the Norwegian delegation's proposal, the Assembly referred to the Sixth Committee the documentary material concerning Mandates which had been published since the close of the Seventeenth Session of the Assembly.

The Committee was thus able, as in previous years, to comment upon the activities of the mandatory Powers and the work of the Council and of the Permanent Mandates Commission.

Most of the delegations which took part in the discussion laid particular stress on the importance and the complexity of the Palestine problem which is at present before the Council, the competent authority to deal with the matter. Views of the highest

<sup>1</sup> Increase due to the devaluation of the Swiss franc.

<sup>2</sup> The increase, as compared with 1937, is due to the cost of "repeats" asked for by receiving stations in radio-telegraphic information.

interest were put forward, not only on the political, legal and humanitarian aspects of the Palestine question as such, but also on the problem—which is evoked by a study of the question—of the situation of the Jewish population in several European countries. The United Kingdom delegate stated that the observations made in the course of the debate would receive the mandatory Power's closest attention. The Committee feels sure that the Council for its part will take into account this exchange of views, a detailed record of which will be found in the minutes.

It was agreed that the studies at present being carried out by the competent authorities should in no way prejudice the settlement of the problem, and that opinions as to its substance remained reserved.

*Draft Resolution:*

"The Assembly,

"Having noted the activity of the mandatory Powers, the Permanent Mandates Commission and the Council concerning the application of the principles laid down in Article 22 of the Covenant and in the texts of the mandates:

"(a) Renews the expression of confidence in them voted by previous sessions of the Assembly, and pays a tribute to the results they have achieved thanks to a close and frank co-operation which it is essential to maintain;

"(b) Expresses its conviction that the problem of Palestine, which is at present before the Council, will be equitably settled, account being taken to the fullest possible extent of all the legitimate interests at stake."

(Adopted 30th September, 1937.)

**(4) International Assistance to Refugees.**

The Sixth Committee has received a number of documents regarding the work of assistance to refugees.

As regards the Nansen Office, it had to examine a report from Judge Hansson, President of the Governing Body, on the liquidation of the Office and the observations made in this connection by the Governments.

It also took cognisance of the report of the Governing Body for the year ending June 30th, 1937.

As regards refugees coming from Germany, the Committee had to examine the report of the High Commissioner, Sir Neill Malcolm.

Furthermore, the Committee received a proposal from the Norwegian delegation to the effect that the Assembly, during its present session, should take a decision of principle regarding the continuation of the work of assistance to refugees after December 31st, 1938, on which date the liquidation of the Nansen Office will become effective.

Lastly, the Committee had to give an opinion to the Supervisory Commission on a request from the Nansen Office for a supplementary credit of 104,080-25 francs for the year 1938.

After a first exchange of views, the Committee entrusted the detailed examination of all the questions concerning international assistance to refugees to a Sub-Committee presided over by M. Motta (Switzerland), and consisting of the delegates of the following States: United Kingdom, Chile, China, Czechoslovakia, Denmark, France, Greece, Latvia, Netherlands, Norway, Poland, Portugal, Roumania, Switzerland, Union of Soviet Socialist Republics, and Yugoslavia.

The budgetary question on which the Sub-Committee was asked to take a decision has been dealt with in a special communication to the Committee. The latter, during its meeting of September 23rd decided, on the Sub-Committee's proposal, by thirty votes to one (Union of Soviet Socialist Republics), to transmit the request for a credit to the Fourth Committee with a favourable opinion.

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The Sub-Committee then undertook the examination of the current work of the Nansen Office and the London High Commission. In this connection, it heard the supplementary explanations supplied to it by Judge Hansson and Sir Neill Malcolm.

The Committee has the honour to propose to the Assembly the adoption of the following resolutions:

#### "I. NANSEN INTERNATIONAL OFFICE FOR REFUGEES.

"The Assembly,

"Notes the report of the Governing Body of the Nansen Office for the year ending June 30th, 1937;

"Expresses its satisfaction at the important results achieved by the Office, both in the interests of the refugees and of the countries affording them hospitality;

"Thanks M. Michael Hansson, President of the Governing Body of the Office, for the tireless energy which he has displayed in the service of this cause;

"Requests the Governments of the States which have not yet acceded to the Convention of October 28th, 1933, to consider the possibility of doing so, and the Governments which have ratified this instrument with reservations to consider the possibility of withdrawing them;

"Recommends the Governments to accede to the Agreement of June 30th, 1928;

"Notes with satisfaction the reduction in the number of expulsion orders issued against refugees;

"Urgently requests Governments not to expel any refugee before he has obtained permission to enter and stay in another country;

"Draws the attention of Governments to the urgency of regularising the position of refugees against whom an expulsion order has been issued, and who have been unable to obey this order for lack of an entrance visa into another country;

"Requests the Governments which have not yet adopted the Nansen stamp, or which have not made it compulsory, to adopt and generalise the system of the stamp;

"Recommends the Governments not to apply the restrictions concerning foreign labour to the refugees, and to take the necessary steps to facilitate their absorption into the economic system of the country of refuge;

"Requests the Governments concerned to assist in carrying out the Office's plans in regard to the transfer and settlement of the Armenian refugees in Erivan;

"Notes the Office's plan regarding the building of dwellings for the Armenian refugees in Greece;

"Draws, in particular, the attention of the Governments to the tragic position of the Russian refugees at Shanghai;

"Requests the Governments to take all suitable steps for the absorption of refugees by naturalisation."

## "II. REFUGEES COMING FROM GERMANY (JEWISH AND OTHER).

"The Assembly,

"Having noted the High Commissioner's report, thanks him for the efforts he has made for the benefit of refugees coming from Germany during the past year:

"Instructs him, in agreement with the Secretary-General, to summon for the beginning of 1938, an inter-Governmental Conference for the adoption of an International Convention for the benefit of refugees coming from Germany;

"Approves, as regards the guarantees to be provided by candidates for emigration, the principles of collaboration laid down in the report, between the Governments and the High Commissioner on the one hand, and the assistance organisations on the other;

"Recommends the Governments of the States in which the refugees are at present resident to take all measures likely to facilitate their emigration (technical training, professional re-adaptation, etc.);

"Expresses the hope that the inter-Governmental Conference will adopt a definition of refugees which will permit of extension to stateless persons coming from Germany of the provisions of Article 1 of the Agreement of July 4th, 1936."

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Before transmitting to the Sub-Committee the Norwegian delegation's proposal regarding the future of the refugee work, the Committee proceeded to a first exchange of views on this question, during which numerous delegations supported the Norwegian plan. In order to reconcile conflicting points of view the Sub-Committee asked a Drafting Committee consisting of the delegates of the United Kingdom, France, Norway and the Union of Soviet Socialist Republics to draw up a proposal.

All efforts to prepare a text meeting with the approval of all the members of the Drafting Committee having failed, the draft resolution was submitted to the Sub-Committee by a majority of three to one.



In its turn, the majority of the Sub-Committee endorsed the Drafting Committee's proposal. The Union of Soviet Socialist Republics delegation maintained its opposition to Chapters II, III and IV of the draft resolution, and the Latvian delegation made a general reservation.

In addition, the Greek delegation, referring to Chapter II, paragraph 3, of the draft resolution, stated that it should be understood that all the arrangements for the continuation of the refugee work should have been made by the time of the final liquidation of the Nansen Office.

The Yugoslav delegation stated, with reference to the chapter and paragraph of the draft resolution mentioned above, that it accepted the said provision, subject to the declarations on the refugee problem which the Yugoslav Government had made on several occasions at meetings of different League bodies.

The Czechoslovak delegation made a similar statement.

The Committee, by 27 votes to one (Union of Soviet Socialist Republics) and one abstention (Latvia), has the honour to propose to the Assembly the adoption of the following resolution;

"I.

"The Assembly,

"Whereas, by its resolution of 1929, it decided to wind up the refugees' organisation methodically;

And whereas, in 1930, it entrusted the political and legal protection of refugees to the regular organs of the League of Nations and the humanitarian work to the Nansen Office for a specified period;

"And whereas, in 1931, it recommended the adoption of a scheme for the liquidation of the Nansen Office, under which it would be completed by the end of 1933;

And whereas, in 1936, in accordance with the decision of 1931, it instructed the President of that Office to draw up a scheme of liquidation and to make recommendations for the devolution of the tasks undertaken by the Office;

"And whereas, in 1936, it appointed a League of Nations High Commissioner for Refugees coming from Germany:

"Confirms its previous decision instructing the President of the Governing Body of the Nansen Office to arrange for the effective and complete liquidation of the Office;

"Notes that the mandate of the High Commissioner for Refugees coming from Germany will come to an end on December 31st, 1938, in accordance with the Assembly's previous decision."

"II.\*

"The Assembly,

"Whereas the refugee problem, with which the Nansen Office and the High Commissioner for Refugees coming from Germany have been entrusted, nevertheless subsists, and it has therefore been thought desirable to come to a decision without delay as to the future of the work of international assistance to refugees;

"And whereas the political and legal protection of refugees has not ceased to be an obligation upon the League, and the League cannot dissociate itself from the co-ordination of the humanitarian efforts pursued on their behalf:

"Decides to continue without interruption, for a specified period the work carried on up to the present under the auspices of the League."

"III.\*

"The Assembly,

"Recalls that the work of assistance under the auspices of the League has always been inspired by humanitarian considerations and should therefore be kept free from all political influence;

"Reaffirms the established principle that League funds must be applied solely to the administrative expenses involved in the work, and cannot be used for relieving and settling refugees.

"The Assembly,

"Considering that the work of assistance to refugees should facilitate their adaptation to their new national *milieu* and that this work cannot be of a permanent character:

"Decides that the whole of the work of assistance to refugees should be re-examined at a later date to be fixed by the 1938 Assembly;

"Is also of opinion that it would be necessary for reasons of economy and with a view to efficient administration to unify the work of assistance to refugees."

"IV.\*

"The Assembly instructs the Secretary-General to draw up, on the basis of the foregoing principles and after consulting the President of the Governing Body of the Nansen Office and the High Commissioner for Refugees coming from Germany, a detailed plan of action for the work of assistance to refugees, after December 31st, 1938, and

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\* These three paragraphs were not voted by the Assembly. An amendment was submitted in the following terms:

"Considering, however, that the problems as a whole arising out of these decisions necessitate a new examination at an early date:

"Requests the Council to draw up or to cause to be drawn up before the next Assembly a plan for international assistance to refugees."

This amendment, which was accepted by the Assembly, replaces paragraphs II, III and IV of the last resolution submitted by the Sixth Committee (Resolution on the future of the work regarding refugees).

The other two resolutions of this Committee were voted in the form in which they were submitted.

to submit this scheme for their observations to the Governments of Member States not later than May 15th, 1938.

(Adopted, except as noted below, 5th October, 1937.)

### (5) Situation in Spain and Connected Questions.

*Resolution submitted by the Sixth Committee to the Assembly.*

The Assembly :

(1) Associates itself with the Council in recalling that it is the duty of every State to respect the territorial integrity and political independence of other States—a duty which, for Members of the League of Nations, has been recognised by the Covenant;

(2) Affirms that every State is under an obligation to refrain from intervening in the internal affairs of another State;

(3) Recalls the special undertakings entered into by the European Governments, and the London Non-Intervention Committee which, in the intention of the countries to whose initiative it owes its origin, was set up for the purpose of restricting the Spanish conflict and thereby safeguarding peace in the rest of the world;

(4) Regrets that not merely has the London Non-Intervention Committee failed, despite the efforts of the majority of its Members, of which the Assembly expresses its appreciation, to secure the withdrawal of non-Spanish combatants taking part in the struggle in Spain, but that it must to-day be recognised that there are veritable foreign army corps on Spanish soil, which represents foreign intervention in Spanish affairs;

(5) Observes that the Council in its resolution of May 29th last justly described this withdrawal as "the most effective remedy for a situation, the great gravity of which, from the standpoint of the general peace, it feels bound to emphasise, and the most certain means of ensuring the full application of the policy of non-intervention";

(6) Sincerely trusts that the diplomatic action recently initiated by certain Powers will be successful in securing the immediate and complete withdrawal of the non-Spanish combatants taking part in the struggle in Spain;

(7) Appeals to the Governments, which must all be animated by the desire to see peace maintained in Europe, to undertake a new and earnest effort in this direction;

And notes that, if such a result cannot be obtained in the near future, the Members of the League which are parties to the non-intervention agreement will consider ending the policy of non-intervention;

(8) Requests the Council, in view of the provisions of Article 11 of the Covenant of the League, to follow attentively the development of the situation in Spain and to seize any opportunity that may arise for seeking a basis for a pacific solution of the conflict.

[Not adopted.]

## (6) Work of the Intellectual Co-operation Organisation.

To talk this year to the Assembly about intellectual co-operation is to describe to it the work of a technical organisation of the League of Nations, with all its machinery and its worldwide connections, and with a programme aiming both at promoting mutual understanding and at facilitating, through international co-operation, concerted action in the intellectual sphere in all our different countries. This programme ought to be more complete; the results obtained require to be developed, and new possibilities are opening up; but the work done has been carefully kept within the limits of our resources. Nevertheless, the work of the Intellectual Co-operation Organisation now answers to the wishes expressed by the Council and the Assembly, when the first considered the question of assisting intellectuals and soliciting their support. A systematic plan is being followed, which, to repeat the expression used by the Assembly itself, when it decided that the International Committee should be established, aims at "the better organisation of intellectual activities throughout the world". The principles applied to achieve this object are the same as those followed by the other technical organisations of the League: to form a habit of co-operation between the authorities, departments and organisations which deal with intellectual interests in our different countries; to give them the necessary facilities for solving, by pooling their experience, the common problems with which they are confronted; to build up in this way, through permanent collaboration, a League of Nations based on a real understanding of present-day needs; and to gain for it the support of science and research of all those who are devoting themselves to a patient study of facts and to intellectual progress; and thus to bring about mutual understanding and to found the moral unity of the world on a reasoned and conscious *rapprochement* in the intellectual sphere.

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The International Committee on Intellectual Co-operation and the Governing Body of the Institute are submitting to the Assembly this year more numerous and varied reports than usual. These show the importance of the work which has been done in recent years, and the Committee hopes that they may, if the Assembly so decides, be rewarded by an express approval of the activities of the main organs of intellectual co-operation, and by moral and material support for them.

For the first time, the Committee gathered together, on the occasion of one great general event—the "Intellectual Co-operation Month"—almost all the institutions which it has been instrumental in creating, and which work under its general guidance. It was able to appreciate the progress they had made, the concrete results obtained, and the developments that may be expected.

The scientific study of problems of foreign policy, which is obtaining recognition as a new branch of learning, carried on either in special institutions or within the traditional university framework, and including international law, history, sociology, economics and finance, was the subject of the first of the twelve events of the "Month". The International Studies Conference had devoted two whole years to the preparation of the very topical and delicate subject which it had chosen independently: that of "peaceful change"—i.e., the methods to be followed in order to ensure the peaceful evolution of the international community and its adjustment to the changing circumstances of life. In the majority of countries, groups of scholars with means

at their disposal for carrying out research work, which is being continually improved through the influence of the Conference itself, had prepared copious documentation—more than had ever previously been submitted—on demographic problems, the distribution of raw materials and colonial questions. They exchanged views and compared conclusions at a large international meeting; and the series of works already printed by international institutions, or about to be published by the Institute of Intellectual Co-operation, will be reliable and complete contributions towards answers to many of the problems of the day; and, in many cases, they will point out the lines to be followed in the search for solutions of international difficulties. In the course of the discussion, several members of the Assembly emphasised their interest in this work and their anxiety that it should be extended, at the same time expressing their appreciation of the generous support that had been forthcoming from the Rockefeller Foundation.

The next two years will be devoted to the study of "Economic Policies in relation to World Peace", and of the various systems which have come into existence as the result of industrial, monetary and commercial crises; the changes in structure to which they have given rise in many countries; and the conclusions to which all this experience will lead when the large amount of research work necessary, without which it is impossible to reach a decision in such matters, has been carried out. The need for such investigations, if the true facts are to be brought to light from beneath the cloak of appearance or presentment, becomes increasingly obvious every day. By attempting to meet it, the Intellectual Co-operation Organisation is complying with an increasingly widespread desire, and I am, convinced that it occupies an essential place in the international system, and is carrying out work which we cannot afford to leave undone.

As was fitting at a time when those who are responsible for the intellectual and moral training of mankind are faced with so many anxieties, education was given a place of honour in the programme of the "Month". Four meetings and conferences dealt with the activities of the Committee on Intellectual Co-operation in this sphere; the Joint Committee of Major International Associations for Peace by Education, the Advisory Committee on League of Nations Teaching, the Directors of National School Correspondence Offices and the International Conference on Higher Education held successive meetings at the Institute. The last-mentioned Conference was attended by between 150 and 200 rectors, deans and faculty professors, from thirty-eight countries and 110 educational institutions chosen by an organising committee from among the most famous establishments throughout the world. It was the first time that such an important Conference had been held; its discussions, which had been prepared over a long period by the Institute and its Committee of Directors of Higher Education, dealt with the numerous problems with which universities are faced at the present time: the organisation of various faculties, special institutions, scientific research and higher technical education, overcrowding in the universities and international collaboration. It decided to appoint a Permanent Committee on Higher Education to keep in touch with these questions, to conduct the Institute's liaison work and to ensure permanent co-operation between the main centres of study and culture of which we are so justly proud in our various countries.

The Advisory Committee on League of Nations Teaching, to be known in future as the "Advisory Committee on the Teaching of the Principles and Facts of International Co-operation", which this year has prepared detailed suggestions regarding modern methods of disseminating information, was requested by the Committee to make a study of the means whereby elementary and secondary education might

contribute to mutual understanding among the peoples of the world, and to devise the best methods of securing for the staffs of educational establishments—both administrators and teachers—the necessary training and experience, and providing them with such facilities as are indispensable.

Another meeting dealt with the exact sciences; it was attended by the scientific experts of the Intellectual Co-operation Organisation and the Executive Committee of the International Council of Scientific Unions, and formed the successful culmination of negotiations which we had been conducting for some years with the chief international bodies representing all branches of science. A definitive Agreement was signed in Paris on July 9th, 1937. It marks the beginning of new and confident relations whereby the Intellectual Co-operation Organisation will give the various unions and their council the assistance of its secretarial staff, its machinery for collaboration and its international experience. A detailed programme of activities was drawn up, and I wish to draw the special attention of the Assembly to it. It is directly connected with the advancement of all branches of science; to-day, people are more than ever conscious of the need of co-ordinating the activities of research-workers, taking stock of the position from time to time and deciding on a systematic programme which, while especially valuable from the point of view of the furtherance of knowledge, shall also help to bring about a better understanding among men, so that the world may acquire an increasing control of its destinies. I am sure that the Assembly will wish to continue to grant to this work the material support which it accorded to it last year; for that will enable the International Council of Scientific Unions to carry out the plans which were drawn up in Paris, by obtaining the assistance of Committees of Experts, which this year will have to be numerous; many of them, of course, will meet under the auspices of the Institute of Intellectual Co-operation.

A meeting dealing with Letters was also held. The League of Nations Permanent Committee on Arts and Letters met in Paris from July 20th to 23rd; the subject of its "Conversation" was "The immediate future of Letters, considered from the threefold aspect of language the reader and the author himself"; the bookselling slump, the defence of culture, the problems raised by the use of broadcasting and cinematography, the latter's intellectual rôle, the education of public taste, the moral and material position of authors—these were some of the subjects examined by famous writers in the course of a free discussion. They pointed out new lines of action to the Intellectual Co-operation Organisation; and they requested it to consider what steps might be taken to enable writers to continue to carry out their work with full freedom of thought and expression and a guarantee of material security.

That the Arts were unrepresented during the "Intellectual Co-operation Month" was due to an International Conference on Excavations organised in March at Cairo, with the generous and cordial support of the Egyptian Government, by the Department of Art and Archaeology of the Institute as a sequel to its previous work and the conferences it had already held in Rome, Athens and Madrid. To round off the Convention on the repatriation of illegally exported works of art, which is shortly to come before a diplomatic conference, what amounts to a Statute of Excavations has been drawn up by archaeological experts and international jurists. It seems certain that, when the statute has been brought to the knowledge of the administrations, they will give it the favourable reception foreshadowed by the Cairo Conference's unanimity on delicate problems of international

co-operation. The high authority of the delegates to the conference, who belong to those West European, American and Near Eastern administrations that are most interested in archaeological research, guarantees the value of the regulations that the Assembly recommends to the Governments for consideration. The Conference has also elaborated a technical "Treatise on Excavation", prepared by the Institute of Intellectual Co-operation with the co-operation of the highest authorities on the subject; it will be comparable to the "Treaties on Museography", drawn up as a result of the Madrid Conference.

Technical and legal investigations have been made in regard to the work you contemplated last year for the protection of artistic monuments and works in time of war and civil disturbance; they are to be continued at a meeting which will be held in the autumn, and will afterwards form the subject of an international agreement, on which, if it considers it desirable, the Council will consult the Governments.

Having heard a statement from M. Li Yu-Ying on this subject, the Sixth Committee unanimously urges that, in armed conflicts, artistic monuments and cultural institutions representing the high-water mark of civilisations should be spared.

The results of these meetings, which I hope will lead the Assembly to pass favourable resolutions, should not make us forget the other work of the Organisation recorded in the documents before you. The different chapters of the International Committee's report summarise the year's work; I shall take the liberty of specially soliciting your approval for the Institute's organising campaign against unemployment among intellectuals—its endeavour to secure the establishment of organisations for this purpose in the different countries and to arrange the necessary contacts between them; the international enquiry into the reorganisation of secondary education, the key to the problem of overcrowding in the universities and liberal professions; the work on the teaching of history and the educational use of popular libraries; broadcasting and the cinema, which have been discussed in a special report; the completion of the enquiry into the standing of international studies not only at the universities but also in secondary and adult education and the study of bilateral and regional intellectual agreements, in which we may perhaps find a source of fresh activity in the cause of peace. During our discussions, several members of the Assembly have called the attention of the Intellectual Co-operation Organisation to the urgency of most of this work, especially all that concerned with education, vocational guidance for the young and instruction in international relations.

M Levillier's proposal to establish an Ethnographical and Historical Collection on the Origins of American Civilisation can now be carried into effect, at least as regards the pre-Columbian epoch to begin with; thanks to the generous contribution voted by the Argentine Parliament and the magnificent donation which the Mexican Government has just officially announced. The Government of Ecuador, too, has informed us of its intention to contribute to the expenses of this undertaking.

Further, the Assembly will wish, I am sure, to give the full weight of its moral support to the preparations for the World Conference on Authors' Rights, which is to endeavour to bring the Berne and Havana Conventions into harmony—an intention which has the approval of the highest moral and intellectual authorities both in America and in Europe. Other work in the sphere of intellectual rights will also be continued, and, in deference to the recent recommendation of an international legal congress, enquiries with a view to the establishment of a standard publisher's contract will be resumed.

Before going on to the question of the legal Statute of the Institute of Intellectual Co-operation, and as an introduction to the suggestions laid before you, I should like to draw attention to the impression made on all my colleagues during the "Intellectual Co-operation Month" by the progress the Organisation has achieved towards universality and the successes it has had through its methods of international liaison and co-ordination between the intellectual activities of our various countries, by the application—to use an expression which, though no doubt too ambitious, completely conveys my meaning—of the principles of a free intellectual federalism.

Of these two statements, it would be easy for me to produce numerous proofs, but that I fear to exceed the proper scope of this report. I could select them from the continuous, reliable contracts which all Governments, almost without exception, have maintained with the Organisation and the Institute of Intellectual Co-operation; or from the work carried on, thanks to the support of the wide variety of national organisations whose co-ordination they ensure, by an ever-growing number of unassuming yet effective international centres grouped together in the Paris Institute. I shall confine myself to quoting the kind testimony of the National Committees on Intellectual Co-operation at their General Conference in Paris last July, unanimously confirmed by the Sixth Committee of this Assembly.

The number of National Committees is at present forty-five, and their meeting constituted what has been called the "States General of the Intellect"; at the same time, it was such an assembly as any technical organisation of the League of Nations should be in a position to hold. The Final Act they adopted is so rich in suggestions that many of them can only be studied as they deserve as the year goes on; for instance, those of our colleague M. Munch, on the methods to be employed to give active encouragement to international understanding through a *rapprochement* among intellectuals. On the basis of a report by my eminent colleague M. Balbino Giuliano, Chairman of the Italian Committee, the National Committees by common consent sketched out the shape of their future activities. Several of their resolutions have been specifically approved by the International Committee, and communicated to the Assembly; for instance that which on the proposal of the United Kingdom delegation, provides for an enquiry into the obstacles which, in our troubled world, bar the way to free intellectual intercourse. But I wish especially to draw attention to the considered approval they gave to the methods that have for some years past been followed by the Intellectual Co-operation Organisation, and the suggestions they made for consolidating and strengthening the means of action at our disposal.

The General Conference of National Committees, in the text it adopted on the subject, requested the International Committee "to undertake a study of certain improvements of a legal character likely to further the development and activity of the Organisation". It foresaw that this result could be very simply obtained by the adoption of two classes of measures, the first intended to define the attributions and role of the International Committees of Intellectual Co-operation, and the second incorporated in an agreement enabling Governments interested in intellectual co-operation to associate themselves with the responsibilities assumed by the French Government when it set up the International Institute.

It is for that reason that the Committee on Intellectual Co-operation and the Governing Body of the Institute have submitted to the Assembly a joint report, signed, in order to give it added weight, by



the Chairman and the Rapporteur of the Committee and the Chairman and the Rapporteur of the Governing Body; this document lays before you a draft *International Act* according to which the Governments that desire to append their signatures would undertake:

(a) To set up and maintain National Committees on Intellectual Co-operation in their respective countries;

(b) To grant to the International Institute of Intellectual Co-operation a financial contribution, the amount of which would be fixed later. The Statute of the Institute, as adopted by the Council of the League of Nations on December 13th, 1924, stated, in Article 5, that donations from other countries than France might be accepted, and the Assembly has had numerous occasions to express its gratitude to the eighteen Governments which, of their own accord, joined themselves to the French Government in its munificence. The Committee on Intellectual Co-operation considered that the financial basis of the Institute should now be stabilised and its funds reasonably increased. This was already the opinion of the Governing Body in 1936, when it urged "the Assembly of the League of Nations to stress the importance of such financial contributions by States and to encourage other States to make like contributions, at the same time drawing attention to the desirability of guaranteeing the continuity of such contributions by means of a convention".

This resolution of the Governing Body received a masterly interpretation, at the Second General Conference of National Committees, from M. Munch, the Danish Minister for Foreign Affairs and Chairman of the Committee on Intellectual Co-operation of his country, who said after sketching out the rider to the Agreements of 1924 that were to be opened for the individual signatures of Governments:

"We can commend to the International Committee on Intellectual Co-operation, and, through it, to the Assembly of the League of Nations, the desirability of introducing the legal improvements which I have suggested. These amendments would have the advantage of defining more clearly the position of the Institute, of consolidating its structure, of developing its means of action and, in consequence, of enabling it to fulfil with still greater freedom its role of international secretariat for intellectual questions. I have already stressed the importance of the liaison established not only with the national departments, but also with the autonomous organisations in the world of human thought. . .

"This wish, which is addressed to the directing organisations of the League of Nations, can also be made to reach the Governments themselves; on numerous occasions, the latter have had recourse to the help of the technical organisations of the League; we earnestly hope that, in the future, they will, whenever the opportunity arises, avail themselves of the resources and guarantees to be found in our Intellectual Co-operation Organisation."

These proposals were greeted with marked approval by all the delegations present at the Conference, whether from countries Members

or non-members of the League of Nations. This fact was bound to earn for them the good wishes of this Assembly, whose ideal is one of brotherhood, justice and peace. All our countries are the repositories of a legacy of culture which is both their individual glory and the common patrimony of mankind. They are resolved not only jealously to preserve, but as worthy inheritors of their great past, to increase and enrich it. That depends to a large extent on international co-operation; and all those among you who spoke in the Sixth Committee have, in principle, supported the proposals of the Intellectual Co-operation Committee and the Governing Body of the Institute in a manner to which it is highly gratifying to me, as your Rapporteur, to be able to refer here.

The proposal we contemplate is simple and practical. It entails no change in the rules you have laid down for the Intellectual Co-operation Organisation, nor in the part the Organisation plays in the League of Nations; its adoption depends on its free acceptance by our various Governments. The Assembly asks that they be severally consulted without delay, so that a conference may, with full knowledge of the situation, come to a decision on the suggestions we are putting before them. I think that conference might be convened fairly soon, as the proposed text raises no question of principle. The Assembly therefore requests the Secretary-General to communicate the proposal without delay to all Governments Members or non-members of the League of Nations. Should their replies be favourable it would be possible, with due regard to their observations, to consider convening the conference, which would open for their signatures the International Act concerning Intellectual Co-operation. In its Preamble, it gives voice to our common aims and the aspiration of all my colleagues on the International Committee: to work towards the organisation of peace through the development of cultural relations between peoples.

#### DRAFT RESOLUTIONS.

##### *"1. General Resolution.*

"The Assembly of the League of Nations,

"Notes with keen satisfaction the development of the International Intellectual Co-operation Organisation during the year 1936-37, which has found its most striking expression in the series of meetings forming the 'Intellectual Co-operation Month';

"Tenders its most cordial thanks to the Government of the French Republic and the Paris Exhibition Commission for their kindness in arranging for those meetings and the generosity of the material support which they afforded;

"Approves the reports submitted to it by the International Committee on Intellectual Co-operation on its nineteenth session and by the Governing Body of the International Institute for Intellectual Co-operation on its fourteenth session;

"Emphasises the importance of the tenth session of the Permanent International Studies Conference and of the International Conference on Higher Education;

"Expresses its particular gratification at the success of the second General Conference of National Committees on Intellectual

Co-operation, and its satisfaction at the increase in the importance of the functions entrusted to the National Committees within the machinery of the Organisation, and hopes that the Governments of Members of the League and of non-member States will give favourable consideration to the recommendations and resolutions of the Conference, which will be transmitted to them by the Secretary-General.

## *"2. Declaration on the Teaching of History.*

"The Assembly,

"Referring to its resolution of October 10th, 1936, concerning the signature of the 'Declaration on the Teaching of History',

"And having been informed that numerous Governments have accepted the principle of the Declaration:

"Approves the addition, to that instrument, of the final clauses drawn up by the Committee to enable it to be signed by Governments and registered by the Secretariat of the League of Nations, and requests the Secretary-General to transmit it to such quarters as may be necessary in order to obtain the signatures of Members of the League and non-member States.

## *"3. Fine Arts.*

### *'A. Protection of National Artistic and Historical Treasures.*

"The Assembly,

"Agrees that a diplomatic conference shall be held in 1938 to conclude an international convention for the protection of national artistic and historical treasures.

### *"B. International Regime of Excavations.*

"The Assembly,

"Considering that our inheritance from the distant past of mankind cannot be effectively brought to light in the absence of a good international understanding;

"Referring to the recommendations which it made to Governments on October 10th, 1932;

"Being convinced that, although the regime of excavations is essentially the concern of the country in whose territory such excavations are undertaken, and must therefore be primarily governed by its domestic legislation, it is highly important that this principle should be reconciled with the demands of a largely-conceived and freely-accepted international co-operation;

"Being of opinion that the rules drawn up for that purpose by the International Excavations Conference convened at Cairo by the International Museum Office with the generous support of the Egyptian Government are admirably designed to attain that end;

"Requests the Secretary-General to transmit the text of the conclusions of the Cairo Conference to the Governments of Members of the League and non-member States for their guidance in legislating on the subject of antiquities and excavations.

*"4. Ethnographical and Historical Collection on the Origins of American Civilisation.*

"The Assembly,

"Referring to the resolution of October 10th, 1936, in which it requested the International Organisation for Intellectual Co-operation to consider as soon as possible the scheme for this Collection and the conditions in which it should be carried out:

"Is of opinion that those conditions, as defined by the International Committee on Intellectual Co-operation at its last session, afford all necessary guarantees;

"Approves the Committee's scheme, and sincerely thanks those Governments which, by their contributions, are making it possible to put the scheme into effect.

*"5. Exact Sciences.*

"The Assembly takes note with satisfaction of the agreement reached between the International Committee on Intellectual Co-operation and the International Council of Scientific Unions for close collaboration between them in the future in the field of scientific research.

*"6. Intellectual Rights.*

"The Assembly,

"Convinced that the conclusion of a universal agreement for the protection of intellectual creations is bound to have the happiest influence upon international intellectual relations,

"Taking note of the official transmission to the American Governments, by the Pan-American Union, of the two draft World Conventions framed for that purpose respectively by the Montevideo Special Commission and the Joint Committee of Experts of the International Institute of Intellectual Co-operation and the Rome International Institute for the Unification of Private Law;

"And having been informed of the Belgian Administration's intention of sending to all Governments a memorandum drawn up in collaboration with the International Institute of Intellectual Co-operation and containing all the material available:

"Trusts that circumstances will enable the Belgian Government to convene at the earliest possible date the two conferences contemplated for the revision of the Berne Convention and the framing of a universal charter of authors' rights;

"Invites the International Institute of Intellectual Co-operation and the Rome International Institute for the Unification of Private Law to arrange for a further meeting of the Committee of Experts to consider such additional observations as may be received from Governments with regard to the draft conventions, and to formulate definite proposals regarding the World Conference on the basis of those observations;

"And desires already at the present stage to express its opinion that account should be taken in these proposals of the need for increasing the reciprocal influence of civilisations, more especially by appropriate measures governing translation rights.

*"7. Draft International Act concerning Intellectual Co-operation.*

"The Assembly,

"Having considered the joint report submitted to it by the International Committee on Intellectual Co-operation and the Governing Body of the International Institute of Intellectual Co-operation on the subject of a draft international Act concerning intellectual co-operation;

"Being informed of the opinion of the Council of the League of Nations, dated September 15th, 1937, recognising the importance of these proposals and recommending them to the Assembly's attention;

"Noting that those proposals have received support from many quarters in the course of the discussion:

"Instructs the Secretary-General of the League of Nations to communicate the text of the draft Act to all Members of the League and non-member States for their observations. The replies will be considered by the Executive Committee of the International Committee on Intellectual Co-operation, which, having made such enquiries and revisions as may be necessary, will report to the Council of the League, and the latter will, if it thinks fit, summon a conference to conclude the Act."

[Adopted 30th September, 1937.]

## VII.—GENERAL COMMITTEE.

### Commission of Enquiry for European Union.

"The Assembly, having consulted its General Committee on the procedure to be followed with regard to the question appearing on the agenda for the session as Item 5(c) (Commission of Enquiry for European Union).

"Notes that circumstances have been such that the Commission has been unable to meet since the last session.

"And decides, such being the case, to renew the mandate of the Commission of Enquiry for European Union for the coming year and to place the question on the agenda for the next session of the Assembly."

[Adopted 30th September, 1937.]

## VIII.—SPECIAL COMMITTEE FOR THE APPLICATION OF THE PRINCIPLES OF THE COVENANT.

### (1) Chilean Proposals.

The President of the Assembly has the honour to communicate herewith to the delegations a letter, with a draft resolution, which he has received from the Chairman of the Special Committee for the Application of the Principles of the Covenant.

This letter relates to the two proposals of the Chilean delegation mentioned in a circular note sent by the President to the delegations.

The President proposes to ask the Assembly at one of its next plenary meetings to take a decision on the draft resolution submitted to it by the Special Committee.

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Sir,

I have duly communicated to the Special Committee appointed to study the Application of the Principles of the Covenant the letter which you sent me on September 25th.

The Committee gave its chief attention to the two proposals of the Chilean Delegation which the Assembly had referred to it for examination.

One of these proposals aims at modifying the procedure laid down in the Resolution of October 10th, 1936, according to which the Committee has to submit its reports to the Governments of the States Members of the League and not to the Assembly itself. The Committee will not fail to examine this proposal with all the care which it deserves.

The other proposal concerns a possible consultation of the non-member States with a view to ascertaining the observations and suggestions they might desire to make on the problems connected with the application of the principles of the Covenant.

In communicating this proposal to the Committee, the Assembly drew its attention to the last paragraph of the Chilean Delegation's letter (Document A.42), in which that Delegation expresses the wish "that in any case the Assembly may take a decision in regard to this resolution during the present session."

It would be eminently desirable for the League of Nations to associate the greatest possible number of States with the application of the principles on which it is based, and it is the Committee's duty to neglect nothing which might promote such a development of international co-operation.

The observations and suggestions which the non-member States may think fit to make for this purpose would provide the Committee with information from which it might derive the greatest benefit and which it would therefore be happy to possess.

As regards the circumstances in which this information might be obtained, it is difficult for the Committee, which is only an investigatory body, to express an opinion. It is inclined to believe that the question should be examined by the Council, which is particularly well qualified to judge the expediency of the measures to be taken for this purpose.

The Committee believes that it will be meeting the Assembly's wishes in embodying the above opinion in a draft resolution, which follows.

Chairman of the Special Committee:

(s) BOURQUIN.

## DRAFT RESOLUTION.

The Assembly,

In consideration of the Chilean Delegation's proposal;

Appreciating the fact that it has been inspired by the desire to strengthen the authority of the League of Nations:

In consideration of the opinion expressed by the Special Committee appointed to study the application of the principles of the Covenant;

Whereas it would be eminently desirable for the League of Nations to associate the greatest possible number of States with the application of the principles on which it is based:

Whereas, being anxious to neglect nothing which would promote such a development of international co-operation, the Special Committee would be glad to know the observations and suggestions which the non-member States and the States that have announced their withdrawal from the League might think fit to make in order to assist it in its studies;

Requests the Council to examine the conditions in which such information should be obtained as and when opportunity offers, in order to be placed at the said Committee's disposal.

[Adopted, 4th October, 1927.]

### (2) Argentine Proposal.

The President of the Assembly, on the proposal of the General Committee of the Assembly and in order to give effect to a request made by the Argentine delegation, will call upon the Assembly to pronounce on the following draft resolution, adopted by the Special Committee for the Application of the Principles of the Covenant:

#### DRAFT ASSEMBLY RESOLUTION ON THE ARGENTINE PROPOSAL:

"Whereas the covenants of a universal tendency aiming at the pacific settlement of international disputes, by which the States Members and non-members of the League of Nations are mutually bound, such as the Treaty for the Renunciation of War signed at Paris on August 27th, 1928, and the Treaty of Non-Aggression and Conciliation, signed at Rio de Janeiro on October 10th, 1933, on the initiative of the Argentine Republic, are designed, like the League Covenant, and in accordance with Article 21, thereof, to ensure the maintenance of peace;

"And whereas the Inter-American Conference for the Consolidation of Peace which met at Buenos Aires on December 1st, 1936, on the initiative of President Roosevelt, was actuated by the desire to supplement and strengthen the League's efforts to prevent war;

"The Assembly declares that:

"In the event of war, or a threat of war, the League of Nations, while not delaying for that purpose its own action in virtue of the Covenant, shall take suitable steps and shall establish such contacts

as may appear to be necessary to associate in its efforts for the maintenance of peace those States which are not members of the League, but are mutually bound by the above-mentioned covenants, the common aim of which is to maintain peace.”

[Adopted, 4th October, 1937.]

## IX.—FAR EAST ADVISORY COMMITTEE.

### (1) Bombardment of open towns in China by Japanese Aircraft.

“The Assembly,

“Taking into urgent consideration the question of the aerial bombardment of open towns in China, by Japanese aircraft,

“Expresses its profound distress at the loss of life caused to innocent civilians, including great numbers of women and children as a result of such bombardments,

“Declares that no excuse can be made for such acts which have aroused horror and indignation throughout the world,

“And solemnly condemns them”.

[Adopted 28th September, 1937.]

### (2) Report of the Far-East Advisory Committee to the Assembly.

In conformity with the decision of the Council at its meeting of September 16th, 1937, the Advisory Committee set up by the Assembly on February 24th, 1933, has met to examine the situation to which attention was directed by China.

The Committee elected M. V. MUNTERS, Minister for Foreign Affairs of Latvia, to be its Chairman. The Committee has held five meetings during its present session.

It proceeded at once to invite China and Japan, as parties to the dispute, and also Germany and Australia, to participate in its work. This invitation was accepted by China and Australia, and declined by Germany and Japan. The texts of the replies received from the four Governments in question are annexed to the present report.

On September 27th, 1937, the Committee adopted a resolution with regard to the air bombardments carried out in China by Japanese aircraft. This resolution was communicated to the Assembly and unanimously adopted by the Assembly as its own on September 28th, 1937.

The Committee appointed a Sub-Committee<sup>1</sup> whose duty is:

To examine the situation arising out of the Sino-Japanese conflict in the Far East;

To discuss the questions involved;

To submit to the Committee such proposals as it may think fit.

<sup>1</sup> The Sub-Committee is composed of the following Members: Latvia (*Chairman*), Australia, Belgium, United Kingdom, China, Ecuador, France, New Zealand, Netherlands, Poland, Sweden, Union of Soviet Socialist Republics, the United States of America participating on the same conditions as those which govern her participation in the Advisory Committee.



The Committee remains the only body which is authorised to report, and to make proposals, to the Assembly. At the same time, the Committee considers that it would be right to allow the Sub-Committee, should it so desire, to communicate for information to Members of the League and non-members any reports which it may submit to the main Committee. In that event, it would follow on practical grounds that such reports would also be published.

The Committee decided to communicate its *Procès-verbaux* for the information of the Assembly. They will be issued as soon as possible in form of an Annex to the present report.

The Committee has received two reports<sup>1</sup> from its Sub-Committee and adopts the following resolution:

"The Advisory Committee adopts as its own the two reports submitted to it by its Sub-Committee on October 5th, 1937, and decides to communicate them to the Assembly, to the Members of the League, and to the Government of the United States of America."

The Committee submits the following draft resolution for the approval of the Assembly:

"The Assembly:

"Adopts as its own the reports submitted to it by its Advisory Committee on the subject of the conflict between China and Japan;

"Approves the proposals contained in the second of the said reports and requests its President to take the necessary action with regard to the proposed meeting of the Members of the League which are Parties to the Nine-Power Treaty signed at Washington on February 6th, 1922;

"Expresses its moral support for China, and recommends that Members of the League, should refrain from taking any action which might have the effect of weakening China's power of resistance and thus of increasing her difficulties in the present conflict, and should also consider how far they can individually extend aid to China;

"Decides to adjourn its present session and to authorise the President to summon a further meeting if the Advisory Committee so requests."

[Adopted 6th October, 1937.]

# ANNEX.

## REPLIES FROM GOVERNMENTS TO THE ADVISORY COMMITTEE'S INVITATION.

### Germany.

[Translation.]

Geneva. September 23rd, 1937.

To the Secretary-General.

I have the honour to confirm our conversation of to-day, in the course of which I conveyed to you the German Government's reply to your telegram of September 21st.

<sup>1</sup> Appendices 2(a) and 2 (b).

Under instructions from my Government, I had the honour to inform you of the reasons which, to its regret, prevent the German Government from taking part in the work of the Advisory Committee that is meeting to consider the situation in the Far East.

(Signed) KRAUEL.

China.

Geneva, September 23rd, 1937.

*To the Secretary-General.*

I have the honour to acknowledge your letter of September 22nd, 1937, inviting the Chinese Government in the name of the Advisory Committee to participate in its work.

I have duly conveyed the invitation to my Government and, in reply, I am authorised to inform you of its cordial acceptance.

(Signed) V. K. Wellington Koo,  
*Representative of China on the Council  
and First Delegate to the Assembly.*

Japan.

[Translation.]

Tokio, September 25th, 1937.

*To the Secretary-General.*

In acknowledging receipt of your telegram of September 21st last, inviting the Imperial Government to take part in the work of the Advisory Committee, I have the honour, in reply, to inform you of the following:

The maintenance of peace in Eastern Asia by harmonious co-operation between Japan and China is the aim which the Imperial Government has always had before it and to which it has devoted every effort. The Chinese Government has, however, made opposition to Japan and anti-Japanese agitation the bases of its national policy; acts of provocation have continued to be committed throughout its territory, thus bringing about the present unhappy affair. The Japanese Government can therefore only express the hope that the Chinese Government, realising this state of affairs, will soon change its sentiments.

As regards the settlement of the present affair, the Imperial Government, as it has stated on many occasions, is firmly convinced that a just, equitable and practical solution of the questions concerning Japan and China can be found by the two countries.

Consequently, the Japanese Government, seeing no reason to depart from the line of conduct it has hitherto followed with regard to the political activities of the League of Nations, regrets that it is unable to accept the Advisory Committee's invitation.

(Signed) HIROTA,  
*Minister for Foreign Affairs  
of Japan.*

Australia.

Geneva, September 27th, 1937.

*To the Secretary-General.*

You will recall that on September 22nd, in acknowledging the receipt of your letter of the same date conveying an invitation to

HIS Majesty's Government in the Commonwealth of Australia to take part in the work of the Advisory Committee set up by the Assembly resolution of February 24th, 1933, I advised that I was referring that invitation to my Government for decision.

I am now instructed by my Government to accept the invitation to take part in the work of the Advisory Committee.

(Signed) S. M. BRUCE

(2) (a) **First Report of the Sub-Committee of the Far-East Advisory Committee adopted by the Committee on October 5th, 1937.**

The Sub-Committee has not attempted to deal with the historical and underlying causes of the conflict in the Far East. It has not, for instance, thought it necessary to revert to the Manchuria affair, which is dealt with in the report adopted by the Assembly on February 24th, 1933. Nor has it attempted to describe in detail the development of events either in the sphere of military action or in that of negotiation and policy. The accounts issued by the two parties in regard to these are contradictory, and on the basis of the material available it would be impossible to do so, especially in view of the fact that Japan, which, since March 28th, 1935, is no longer a Member of the League, did not agree to send a representative to sit on the Committee.

In any case, a detailed study is unnecessary. At the beginning of July 1937, there was no indication from either side that there was anything in their relations which could not be settled amicably. All that the Committee has to do is to describe and assess the events which led from a state of peaceful relations to a situation where large armies are in conflict.

It has, accordingly, been possible—in the time available to trace the main development of events—to examine the treaty obligations of the parties to the conflict and to draw conclusions which are set out at the end of this report

## I.

At the beginning of July 1937, there were about 7,000 Japanese soldiers in Northern China. These troops were kept there on the basis of the Protocol of September 7th, 1901 (and its annexes), concluded between China and the Powers having legations at Peking. Under these Agreements, China recognised the right of each Power to maintain a permanent guard in the legations quarter at Peking and to occupy twelve specified points<sup>1</sup> for the maintenance of open communication between the capital and the sea. Under the terms of a supplementary Agreement of July 15th-18th, 1902, the foreign troops stationed at these points had "the right of carrying on field exercises and rifle practice, etc. . . . without informing the Chinese authorities, except in the case of *feux de guerre*".

<sup>1</sup> The points are Huang-tsun, Lang-fang, Yang-tsun, Tientsin, Chunliang Ch'eng, Tang-ku, An-tai, Tang-shan, Lan-chou, Chang-li, Ch'in-wang tao, Shan-hai kuan.

The Powers other than Japan which at present<sup>1</sup> maintain contingents at Peiping (Peking), and certain of the points specified in the Protocol of September 7th, 1901, only have very small detachments there. The number of British troops stationed in North China at the beginning of July this year was 1,007; that figure includes the 252 members of the Legation guard. Similarly, the strength of the French effectives stationed in Hopei varies between 1,700 and 1,900, the bulk of whom are at Tientsin. The rest are divided among the garrisons of Shan-hai-Kuan, Chin-wang tao, Tongku and Peking, the detachment in the latter town forming the Embassy guard. At present, the total strength of those troops is 1,600 men and 60 officers; the Embassy guard consists of 120 men.

In addition to the events and developments in Manchuria and Jehol, Japan's political activity in North China, the presence of Japanese effectives greatly in excess of the contingents of the other Powers and the frequency of their exercises and manœuvres<sup>2</sup> disquieted the Chinese. It was in an atmosphere of tension that on July 7th last an incident occurred which was not essentially different from those which had preceded it, but which was the occasion from which flow the Japanese army's present operations in Northern China.

This initial incident occurred at Loukouchiao, thirteen kilometres to the south-west of Peiping (Peking), between the Chinese garrison and the Japanese troops carrying out night manœuvres in that district.

The Chinese and Japanese versions of the incident differ.

*According to the Japanese version*, it was the Chinese soldiers of the 29th Army who opened fire; a temporary cessation of hostilities was arranged on the morning of July 8th by the Chinese and Japanese military authorities—this was to permit of the immediate opening of negotiations between these same authorities, with a view to the settlement of the incident; the Chinese soldiers did not abide by this agreement, nor by the agreement concluded next day for the mutual withdrawal of the Chinese and Japanese troops; this aggressive attitude on the part of the Chinese troops rendered vain the agreement<sup>3</sup> concluded on July 11th for the settlement of the incident by the Japanese military authorities on the one hand and the Mayor of Tientsin and the Chief of the Public Safety Bureau of Hopei on the other.

*According to the Chinese version*, on the pretext that one of their men was missing, the Japanese troops which were carrying out manœuvres in the night of July 7th asked permission to enter Wanping (Loukouchiao) in order to make investigations; this having been refused. Wanping (Loukouchiao) was attacked by the Japanese infantry and artillery; the Chinese garrison resisted; the situation was aggravated,

<sup>1</sup> The Union of Soviet Socialist Republics, having from 1924 onwards given up Russia's right to maintain troops in China in virtue of the 1901 Protocol, now keeps no military contingent there.

<sup>2</sup> In point of fact, the Japanese Embassy guard carried out manœuvres every summer in the country to the west of Peking. The other foreign guards do not seem to have been in the habit of engaging in manœuvres in the strict sense of the term; they confined themselves to musketry exercises on the rifle-range and route-marches in the country-side.

<sup>3</sup> This Japanese version is to be found in the dispatches of the Domei News agency. The agreement of July 11th consisted of three points:

- (1) Apology by the representatives of the 29th Army and punishment of those directly responsible;
- (2) Chinese troops to evacuate Loukouchiao and to be replaced by the Peace Preservation Corps for the purpose of keeping the Chinese troops sufficiently separated from the Japanese;
- (3) Adequate measures to be taken for curbing the activities of the Blue Shirts and Communists.

not by the action of the Chinese troops, which even before the Japanese troops had begun their withdrawal, complied with the agreement for the withdrawal of troops, but by the action of the Japanese troops, which, having received large reinforcements, resumed the offensive in the Wanping (Loukouchiao) zone, extending their operations to the immediate vicinity of Peiping; the Chinese Government made no objection to the terms of the agreement concluded on July 11th between the Chinese local authorities and the Japanese army, but the Japanese attempted to impose measures supplementary to this agreement; moreover, disregarding the agreements concluded for the mutual withdrawal of troops, the Japanese army extended its operations in Northern China.

Leaving on one side the obvious discrepancies between these Chinese and Japanese versions of the events, it may be observed that, while these discussions between local authorities for local settlement were going on, and while communications were passing between the Japanese Government and the Chinese Government, the former insisting that a local solution which would confirm its influence in North China should be obtained without Nanking, extensive movements of troops were making the situation worse. As a result of the arrival at Tientsin and in the suburbs of Peiping of reinforcements, hastily sent from Manchuria, the Japanese effectives on July 12th, according to Chinese reports, exceeded 20,000 men, and the Japanese Air Force consisted of 100 aeroplanes. It was also announced that troops of the Central Chinese Government were moving north.

Just as it had advised Nanking not to intervene in the settlement of the incident of July 7th, the Japanese Government gave the Chinese Government a warning regarding the movements of its troops towards the north. Invoking the Tangku Armistice Convention of May 31st, 1933, and the Umezu-Ho-Ying-ching Agreement of June 10th, 1935, an agreement disputed by China, Japan warned the Nanking Government of the serious consequences that would follow on the despatch of its troops into Hopei.

At the end of July hostilities began in North China, at a time when local negotiations were being carried on. The Japanese occupied Peiping and Tientsin and seized the railway lines running south which connect these two cities with Central China. A new Government which favoured the Japanese influence was set up in Hopei.

The Japanese army then progressed towards the west along the railway which connects Peiping and Sui-yuen through Kalgan and Ta-tung. It also progressed along the frontier between Hopei and Chahar Province; the taking of the Nankow Pass, some 80 kilometres north-west of Peiping, facilitated the penetration of the Japanese Manchurian divisions into Inner Mongolia.

The operations of the Japanese troops in North China provoked a lively reaction in China. By the declarations of Japanese statesmen to the effect that China must give way, the emergency financial measures taken at Tokio, and the departure of the Japanese nationals resident in China, the Government and the people of China were led to the conclusion that Japan was determined to break their resistance by force of arms.

They were confirmed in this conviction, when at the end of the second week of August, the Shanghai region became a second theatre

of operations, despite the efforts that were made to keep hostilities at a distance from a city in which the interests of China and those of other nations are so closely interlocked.

It will be remembered that, in 1932, the hostilities in the Shanghai region had been brought to an end by the conclusion of the Agreement of May 5th, of which Article II stipulated that the Chinese troops would remain in the positions they occupied at that date pending later arrangements upon the re-establishment of normal conditions in the area dealt with by this Agreement. The Chinese delegation to the Shanghai Conference, in accepting the Agreement, declared in particular that it was understood that "nothing in this Agreement implies any permanent restriction on the movements of Chinese troops in Chinese territory".

The Japanese Minister for Foreign Affairs, in a speech which he made in the Imperial Diet on September 5th, 1937, described as follows the initial incident at Shanghai on August 9th and the difficulties which occurred on the following days:

" . . . on August 9th, at Shanghai, Sub-Lieutenant Oyama and Seaman Saito, of the landing party, were murdered at the hands of the Chinese Peace Preservation Corps.

"Even then, Japan, adhering to a peaceful cause, sought to settle the affair through the withdrawal of the Peace Preservation Corps and the removal of all military works that had been erected in violation of the 1932 Truce Agreement. China refused to comply with our demands under one pretext or another, and proceeded, instead, to increase her troops and multiply her military works in the prohibited zone, and finally launched an unwarranted attack upon the Japanese.

"Thereupon, as a matter of duty, our Government despatched small naval reinforcements to Shanghai as an emergency measure to ensure the protection of our nationals in that city."

After describing the efforts of the Powers to exclude Shanghai from the zone of hostilities, M. Hirota said that "in the afternoon of August 13th, the Chinese armies that had been pouring into the Shanghai area took the offensive".

With this version may be contrasted that contained in the Chinese Government's statement communicated to the League of Nations on August 30th.

The incident of August 9th is described as follows:

"One Japanese naval officer, one Japanese seaman, and a member of the Chinese Peace Preservation Corps were killed in a clash arising from the Japanese naval men's attempt to approach the Chinese military aerodrome near Shanghai regardless of Chinese warnings."

Recalling, moreover, the above-mentioned declaration by its representative at the time of the conclusion of the Agreement of May 5th, 1932, the Chinese Delegation, while mentioning that its Government had repeatedly ordered the local authorities of Shanghai to take special precautions against the occurrence of any untoward incident, maintains that movements of Chinese troops in Chinese territory cannot be considered as a breach of the Agreement.

The opening of hostilities at Shanghai is described by the Chinese note in these words:

"Within less than forty-eight hours, Japan concentrated about thirty warships at Shanghai, and had her armed forces there increased by several thousand. At the same time, however, demands calculated to remove or undermine Chinese defence were made on the Chinese authorities. The expected attack opened on August 13th, four days after the incident."

Since then furious fighting has been going on round Shanghai. At the beginning of July, the strength of the Japanese troops stationed in the International Settlement and on the extra-Settlement roads amounted to 4,000 men. At the end of September, under the protection of 38 Japanese warships assembled at Woosung, reinforcements had been landed which the Chinese authorities estimated at over 100,000 men.

During the last few weeks, Japan has developed her military action, not only in the Yangtse valley, where, *inter alia*, Japanese aircraft have several times bombed the capital of China, but along the Chinese coast and in the interior, where numerous aerial bombardments have been carried out.

At present, apart from the operations of the Japanese armies in North and Central China, and the raids carried out by Japanese aircraft on the ports and the cities of the interior, the Japanese fleet, while continuing to co-operate with the army, more especially before Shanghai, is patrolling the coast to prevent supplies from being brought to China by Chinese ships, a number of which have been sunk<sup>1</sup>.

Since July 7th, faced by a growing resistance, Japan has not ceased to intensify her action, employing larger and larger forces and more and more powerful armaments. According to Chinese estimates, in addition to the 100,000 men in the Shanghai region, the strength of the Japanese troops operating in China exceeds 250,000 men.

As regards the activity of the Japanese aircraft, the Advisory Committee, in its resolution of September 27th, condemned the aerial bombardments of open towns in China. The Assembly has endorsed this resolution<sup>2</sup>.

## II.

For the purpose of examining the facts of the present situation, it does not seem necessary to discuss the treaties regulating commercial

<sup>1</sup> On August 25th 1937, Vice-Admiral Hasegawa, commanding the Japanese naval forces, published the following proclamation at Shanghai:

"A blockade of the Chinese coasts from 32° 4' North and 121° 44' East to 23° 14' North and 116° 48' East on and after 6 p.m., on August 25th, against Chinese vessels, is hereby proclaimed.

"Vessels of a third party and also Japanese vessels are free to pass the blockaded area."

On September 5th, the Tokio Navy Office announced that, from noon of that day, the entire coast of China would be closed to Chinese vessels. The port of Tsingtao and the leased territories of third Powers are excluded.

<sup>2</sup> The Assembly, at its meeting of September 30th, adopted a report of the Sixth Committee whereby the said Committee, having heard a statement from the Chinese delegate, urged that in armed conflicts artistic monuments and cultural institutions representing the high-water mark of civilisations should be spared.

matters and such matters as the extra-territorial status of Japanese nationals in China. There are only three main treaties which are relevant to our present purpose—namely, the Final Protocol of September 7th, 1901, the Nine-Power Treaty signed at Washington in 1922, and the Pact of Paris of 1928, to which may be added the Hague Convention No. I of October 18th, 1907,<sup>1</sup> which has a somewhat different character. There are, in addition to these, an indeterminate number of bilateral agreements which have been negotiated at various times locally between Chinese and Japanese authorities. The exact terms, the scope, the interpretation of the validity of these agreements are matters of dispute. They cannot affect or override the obligations undertaken by either of the parties in the three multilateral engagements referred to above.

Under the Protocol of September 7th, 1901, and annexed instruments, Japan, together with certain other Powers, is entitled to station troops at certain points in the province of Hopei, along the Peiping-Mukden Railway, for the purpose of keeping open communications between the legations in Peiping and the sea. These troops "will have the right of carrying on field exercises and rifle practice, etc., without informing the Chinese authorities, except in the case of *feu de guerre*".

Under the Nine-Power Treaty of 1922 regarding the principles and policies to be followed in matters concerning China, the contracting Powers, other than China, agreed, *inter alia*, to respect the sovereignty, the independence and the territorial and administrative integrity of China; to provide the fullest and most unembarrassed opportunity to China to develop and maintain for herself an effective and stable Government. The contracting Powers (including China) further agreed that whenever a situation arose which, in the opinion of any one of them, involved the application of the stipulations of the Treaty and rendered desirable discussion of such application, there should be full and frank communication between the contracting Powers concerned.

Under the Pact of Paris of 1928, the parties solemnly declared in the names of their respective peoples that they condemned recourse to war for the solution of international controversies and renounced it as an instrument of national policy in their relations with one another. They further agreed that the settlement or solution of all disputes or conflicts, of whatever nature or of whatever origin they might be, which might arise among them, should never be sought except by pacific means.

### III.

*Prima facie*, the events described in the first part of this report constitute a breach by Japan of her obligations towards China and towards other States under these treaties. The conduct of hostilities by Japanese forces under the circumstances described by land, water and air throughout China is *prima facie* inconsistent with an obligation to respect the sovereignty, the independence and the territorial integrity of China, and also with the obligation never to seek the solution

<sup>1</sup> China and Japan have signed and ratified the Hague Convention No. 1 of October 18th, 1907. Under Article 1 of that Convention, the contracting Powers, "With a view to obviating as far as possible recourse to force in the relations between States", agreed "to use their best efforts to insure the pacific settlement of international differences". The Convention recommends recourse, according to the case, to mediation, arbitration, or international commissions of inquiry.



of a dispute with China, of whatever origin or character, except by pacific means. It would seem that only if it could be shown to be a measure necessary for self-defence (including the defence of the Japanese forces and nationals lawfully upon Chinese territory) could the position of the Japanese forces in China possibly be reconciled with Japan's treaty obligations.

Among the elements by which this question can be judged must be included the official statements made by the Parties themselves as to their attitude and policy during the development of the conflict up to the present time.

The attitude of China was set out by the President of the Executive Yuan, Generalissimo Chiang Kai-shek, in a speech made on July 17th, 1937, in which he emphasised that national existence and international co-existence were the twin aims of the external policy of the Chinese National Government. . . . China was not seeking war; she was merely meeting attacks on her very existence. On the other hand, she was still seeking peace. Whether it would be peace or war depended entirely on the movements and activities of the Japanese troops. He then mentioned four points as representing the minimum considerations on the basis of which a pacific solution could be sought. These points were:

- (1) Any settlement must not contain any terms constituting an encroachment on China's sovereign rights and territorial integrity;
- (2) Any unlawful alteration in the administrative systems of the two provinces of Hopei and Chahar would not be allowed;
- (3) The removal of the provincial officers appointed by the Central Government, . . . through outside pressure, would not be allowed; and
- (4) No restrictions should be imposed on the garrison districts of the 29th Route Army.

In the memorandum presented by the Chinese Foreign Office to the Japanese Embassy in Nanking on July 19th, the Chinese Government "renewed its proposal for simultaneous cessation of troop movements on both sides and mutual withdrawal of troops to their respective original positions on a date to be agreed upon by both parties". It also unequivocally stated that for the settlement of the incident the Chinese Government was prepared to accept any pacific means known to international law or treaties, such as direct negotiations, good offices, mediation and arbitration.

The general attitude of the Japanese Government towards the dispute was set forth in a statement made by the Japanese Prime Minister on July 27th, when, in answer to a question in the Diet, he said:

"Japan has no territorial ambitions whatever in China. If she had such designs as the Chinese professed, the army might already have occupied the whole of North China. Surely the Chinese Government and the Powers realise this. Japan wants Chinese co-operation, not Chinese territory. By co-operation, I do not mean that Chinese interests are to be subordinated to those of Japan, but that the two countries should contribute on a basis of equal mutual assistance to the development of Far-Eastern culture and prosperity."

In his speech before the Diet of September 5th, M. Hirota, the Minister for Foreign Affairs, declared that the policy of the Japanese Government had been one of local settlement and non-aggravation and that the Japanese Government had exerted every effort to effect a speedy solution.

On September 15th, the spokesman of the Japanese Foreign Office declared that the Japanese Government, in accordance with the policy of local settlement and non-aggravation, had done everything to arrive at a speedy settlement.

Statements such as these appear to show that both sides believe that at an early stage of events the incident could have been localised and a pacific solution found. This result, however, proved unattainable.

It is noteworthy that Japanese official statements declare that it was the movements of Chinese troops and the aggressive intentions of the Chinese Government which frustrated the pacific intentions of the Japanese Government. Chinese official statements, on the other hand, bring exactly the same charge against Japan—namely, that it is the invasion of Japanese troops and the aggressive intentions of the Japanese Government that have swelled a local incident into a great catastrophe.

At a comparatively early stage, it began to appear that Japan, in addition to reaching a local settlement, was also determined to obtain a settlement of all the questions at issue between China and Japan.

On the evening of July 11th, a statement prepared at the Cabinet meeting earlier in the day was issued by the Japanese Foreign Office. The effect of the statement was that, though anxious to maintain peace and order in North China, the Japanese Government intended to take all necessary measures for despatching military forces to that region.

On July 27th, Prince Konoye made a speech in which the following statement occurred :

“I think that not only must problems with China be settled locally but also we must go a step farther and obtain a fundamental solution of Sino-Japanese relations.”

M. Hirota said in the Diet on September 5th, that “it is hardly necessary to say that the basic policy of the Japanese Government aims at the stabilisation of relations between Japan, ‘Manchukuo’ and China, for their common prosperity and well-being. Since China, ignoring our true motives, has mobilised her vast armies against us, we cannot do otherwise than counter the mobilisation by force of arms. . . . We firmly believe that it is in accordance with the right of self-defence as well as with the cause of righteousness that our country is determined to deal a decisive blow to such a country (China), so that it may reflect upon the error of its ways. . . . The sole recourse open to the Japanese Empire is to administer the foregoing blow to the Chinese army, so that it may lose completely its will to fight.”

On the Chinese side, Generalissimo Chiang Kai-shek issued a statement on July 30th, containing the following observations :

“The declaration I made at Kuling and the minimum four conditions laid down by me for the settlement of the Loukou-chiao affairs are unalterable. It is out of the question that,

having reached this crucial juncture, we could still consider the situation of Peiping and Tientsin as a matter for local settlement, or that the Japanese army could be tolerated to run rampant in the North or to set up another puppet government there. The only course open to us now is to lead the masses of the nation, under a single national plan, to struggle to the last. In short, the Government's policy *vis-a-vis* Japanese aggression remains the same and has not changed. It is to preserve China's territorial integrity and political independence."

The Japanese Government has on a number of occasions stated its desire for a peaceful settlement and for harmonious co-operation between Japan and China. It has, however, insisted throughout that this result must be achieved by China and Japan alone, without any interference from third parties. Thus, in reply to a suggestion in the Budget Committee of July 29th that the Governments should make a firm statement to forestall the intervention of third Powers, the Japanese Minister for Foreign Affairs replied that he did not anticipate intervention, and that were any such proposals to be made, the Government would not fail to reject them.

Further, in his telegram of September 25th declining the Advisory Committee's invitation to take part in its work, M. Hirota declared that as regards the settlement of the present affair the Imperial Government, as it has stated on many occasions, is firmly convinced that a just, equitable and practical solution of the questions concerning Japan and China can be found by the two countries.

As regards the attitude of China, reference may be made to the statements made to the Assembly and the Committee by the Chinese Delegation. There seems no reason to doubt that the memorandum of July 19th, which has already been quoted, continues to represent the policy of the Chinese Government.

#### IV.

##### CONCLUSIONS.

It is clear that the two countries take very different views as to the underlying grounds of the dispute and as to the incident which led to the first outbreak of hostilities.

It cannot, however, be challenged that powerful Japanese armies have invaded Chinese territory and are in military control of large areas, including Peiping itself; that the Japanese Government has taken naval measures to close the coast of China to Chinese shipping; and that Japanese aircraft are carrying out bombardments over widely separated regions of the country.

After examination of the facts laid before it, the Committee is bound to take the view that the military operations carried on by Japan against China by land, sea and air are out of all proportion to the incident that occasioned the conflict; that such action cannot possibly facilitate or promote the friendly co-operation between the two nations that Japanese statesmen have affirmed to be the aim of their policy; that it can be justified neither on the basis of existing legal instruments nor on that of the right of self-defence, and that it is in contravention of Japan's obligations under the Nine-Power Treaty of February 6th, 1922, and under the Pact of Paris of August 27th, 1928.

(2) (b) **Second Report of the Sub-Committee of the Far-East Advisory Committee adopted by the Committee on October 5th, 1937.**

1. In the report which the Sub-Committee has already submitted to the Advisory Committee, the facts of the present situation in China and the treaty obligations of Japan have been examined. That report shows that the action taken by Japan is a breach of Japan's treaty obligations and cannot be justified.

2. The establishment of the understandings of international law as the actual rule of conduct among Governments and the maintenance of respect of treaty obligations in the dealings of organised peoples one with another are matters of vital interest to all nations.

3. The present situation in China is a matter of concern not only to the two States in conflict but, to a greater or lesser degree, to all States. Many Powers are already directly affected in the lives of their nationals and in their material interests. But even more important than this is the interest which all States must feel in the restoration and maintenance of peace. This, indeed, is the fundamental purpose for which the League exists. It has thus the duty as well as the right to attempt to bring about a speedy restoration of peace in the Far-East, in accordance with existing obligations under the Covenant and the treaties.

4. The Sub-Committee has considered in the first place the obligations which the Covenant places in such circumstances upon Members of the League.

5. The Advisory Committee has been set up under the wide terms of Article 3 (3) of the Covenant, which authorises the Assembly to deal at its meetings with any matter within the sphere of action of the League or affecting the peace of the world.

6. This Article places no limit upon the action of the Assembly, and Article 11 which, *inter alia*, has been invoked by China provides that "the League shall take any action that may be deemed wise and effectual to safeguard the peace of nations".

7. The Sub-Committee has examined the situation with a view to determining what action would be "wise and effectual".

8. It cannot be admitted that the present conflict in the Far-East, which has been shown to involve an infringement of Japan's treaty obligations, is one which can as of right only be settled by direct methods between the Chinese and Japanese Governments. On the contrary, the whole situation must be taken into the fullest consideration and in particular any appropriate means by which peace may be re-established, in conformity with the principles of the Covenant and of international law and with the provisions of existing treaties, must be examined.

9. The Sub-Committee is convinced that even at this stage of the conflict, before examining other possibilities, further efforts must be made to secure the restoration of peace by agreement.

10. In attempting a settlement, by negotiation, of the present conflict, the League cannot lose sight of the fact that one party is not a member of the League and has, in relation to the work of the Advisory Committee, explicitly declined to co-operate in political matters with the League.

11. The Sub-Committee notes that under the Nine-Power Treaty signed at Washington, the contracting Powers, other than China, agreed, *inter alia*, to respect the sovereignty, the independence, and the territorial and administrative integrity of China, and that all contracting Powers, including China, agreed that, whenever a situation should arise which involved the application of the stipulations of the Treaty and rendered desirable the discussion of such application, there should be full and frank communication between the Powers concerned. It appears, therefore, to the Sub-Committee that the first step which the Assembly should take, in the name of the League, would be to invite those Members of the League who are parties to the Nine-Power Treaty to initiate such consultation at the earliest practicable moment. The Sub-Committee would suggest that these Members should meet forthwith to decide upon the best and quickest means of giving effect to this invitation. The Sub-Committee would further express the hope that the States concerned will be able to associate with their work other States which have special interests in the *Far-East to seek a method of putting an end to the conflict by agreement.*

12. The States thus engaged in consultation may at any stage consider it desirable to make proposals through the medium of the Advisory Committee to the Assembly. The Sub-Committee recommends that the Assembly should not close its session and should declare the the League's willingness to consider co-operation to the maximum extent practicable in any such proposals. The Advisory Committee should in any case hold a further meeting (whether at Geneva or elsewhere) within a period of one month.

13. Pending the results of the action proposed, the Advisory Committee should invite the Assembly to express its moral support for China and to recommend that Members of the League should refrain from taking any action which might have the effect of weakening China's power of resistance and thus of increasing her difficulties in the present conflict, and should also consider how far they can individually extend aid to China.



